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Unmet social work needs in an inmate population of a county correctional institution

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Abstract approved 

This descriptive study was designed to elicit the kinds, extensity and intensity of needs of the inmate population of Multnomah County Correctional Institution, a minimum security jail for misdemeanants.

A guiding hypothesis asserted that there were unmet needs of prisoners which could be met through social work services both within and outside the institution.

Almost the entire population of the institution was interviewed. Open-end and structured responses were recorded on schedules. Five broad areas of need were defined. These were 1) physical needs -- including food, clothing, shelter, and medical care; 2) social needs -- including interpersonal ties, group membership, religious, and recreational needs; 3) psychological needs -- including the individual's self concept, attitudes towards accepting help, desire for change, and his present level of achievement versus level of aspiration; 4) educational needs -- including academic, vocational, or remedial schooling;

and 5) financial needs -- including post-release funds, debts, and employment.

Statistical measures tested consistency, whether interviewers projected their own values, and interviewer reliability. Variances showed differences were due mostly to inmate traits and not interviewer bias, except that the weight given to some inmate needs varied more than chance at the .05 level.

The 59 men saw themselves as having some 102 categorized needs immediate upon release and 320 long-range needs, nearly all directly related to social work services.

Findings suggested additional research in the following areas:

1. To determine the similarity or dissimilarity of inmate needs of misdemeanants elsewhere.
2. To determine to what extent community resources can be made available in responding to the needs of released prisoners.
3. To determine family needs of inmates.

Implications of the study favored the use of social workers within the institution itself, evaluation of existing social work services, the establishment of a job-placement program and creation of a down-town center to serve a number of secular needs.

APPROVED:


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Date thesis is presented May 13, 1966

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UNMET SOCIAL WORK NEEDS IN AN INMATE
POPULATION OF A COUNTY CORRECTIONAL INSTITUTION

by

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CHAPTER I

INTRODUCTION

This was a descriptive study. The purpose was to determine the kinds, frequency, and intensity of needs confronting various types of offenders who were at one point in time part of the inmate population of Multnomah County Correctional Institution, hereafter referred to as M.C.C.I. Particular emphasis was placed upon personal and family needs that would confront the inmate subsequent to his release from the institution. These needs included both immediate and future wants of the inmates.

Significant secondary findings were seen as possible outgrowths. As a forward-looking project, the study anticipated effective reduction of societal and personal pressures which lead men to commit felonies and misdemeanors by making available to the potential prisoner and/or recidivist community resources which he could use in times of stress and need. This purpose has particular significance for inmates in Multnomah County because of the lack of a county parole or probation system which might act as an information bureau for those in need. However, inmates who are serving sentences of more than six months may apply for Parole through the Oregon State Parole and Probation Department.

This project was undertaken with expectations of providing service-oriented agencies in the Portland area

with indications and suggestions which would help them channel their energies toward the specific needs of short-term prisoners upon release from jails and correctional institutions. Results may show greater strength in agencies already involved in rehabilitation of released prisoners and may be the catalyst in synthesizing and coordinating the services of existing social services.

Another of the secondary expectations was to gather materials for a future booklet to be published for the use of inmates, arrestees, police and correctional personnel. This booklet would point to the existence of social services now giving limited attention to the unmet needs of ex-prisoners and their families.

In general, it was hoped that the conclusions would stimulate greater public interest, awareness and concern in the universal field of correction with special application to the County of Multnomah.

This project did not purport to point up the positive possibilities of keeping more men from becoming recidivists because of their experience in the experimental facility demonstrated at M.C.C.I. It did not aim at being a study on crime prevention, nor was it geared to help the persons currently serving time. It was not intended to alleviate the needs of the present inmate population. Although some judgmental, interpretive observations were included, it was not the purpose of the researchers to

evaluate the institution as such.

Rationale

The rationale underlying this study grew out of a number of salient points pertinent to the general field of jails.

1. The majority of correctional subjects are in the jail population.
2. The jails have long been neglected as objects of research.
3. The high recidivism rate, the poor conditions, the inhumane treatment of prisoners, and the overcrowding would indicate that jails have not been successful in meeting their purpose.
4. Jails have been neglected by social agencies.
5. There is a recent resurgence of interest in jails as a matrix of crime.

The concept for this project grew out of an educational conference on corrections held in Portland, Oregon, in 1964. Subsequently, Dr. Frank Miles of the Research Department of the School of Social Work of Portland State College approached Sheriff Donald E. Clark asking for cooperation and direction on the possibility of special research at the new correctional institution of Multnomah County. It was agreed that M.C.C.I. and its inmate population would provide the data.

Researchers

Initially, it was recommended by the project director that the research be carried out by ten or more individuals who had detailed knowledge of community resources and possible experience in the field of corrections. Several students expressed keen interest in the proposed study; however, only eight members elected to participate in the project, but two of these withdrew from the Graduate School at the end of the first year.

The project was finally undertaken by six students of varying backgrounds under the direction of Dr. Frank Miles, project director. Among these six students, one had a background in the Children's Department of Public Welfare and in a private agency with unwed mothers; another worked as a caseworker and supervisor in the State Public Welfare Department; one had several years juvenile court work; one had limited experience in religious services with prisoners; one served as Director of Girls in a private correctional agency; and still another had done volunteer service with alcoholic groups.

Method

Sixty inmates were interviewed with questionnaires prepared by the researchers. Each student interviewed ten inmates. The inmates were asked 73 structured questions*

*See Appendix page 176

and their responses were recorded by the interviewers. These questions were geared to ascertain the needs of the men as the men saw them. Interviews were held on an individual basis in private offices at the institution itself.

Limitations

1. Because the inmate population at M.C.C.I. represents only a small portion of all inmates in the state of Oregon, generalizations to other areas or populations should be drawn cautiously.

2. Although M.C.C.I. was a minimum security institution and the current inmate population represented a select group from Rocky Butte (the major county jail which will be described later), who were assumed to be more highly motivated and amenable to treatment than the average prisoner in the state of Oregon, the needs determined by this study could represent the unmet needs of all prisoners.

3. The one-time contact with the prisoners did not facilitate as free a communication as could have been gained from several contacts.

Hypothesis

This study is predicated upon one major hypothesis. It states that there are unmet needs of prisoners which could be met through social work services both within and outside the institution.

The Null Hypothesis states that there is no significant relationship between the unmet needs of prisoners and the social work services which could be provided to meet them.

Definitions

The following definitions attempt to provide expanded background information pertinent to an understanding of this study. These definitions, in part, give denotative and connotative usage of the words. The operating definitions will be discussed later in this chapter.

Misdemeanor: There is no clear-cut or precise definition for the term "misdemeanor". Generally, the term applies to persons legally convicted of a crime not classified as a felony. Felonious acts are usually clearly defined by individual states; however, crimes which constitute a felony in one state may not be a felony in another state. Therefore, the term misdemeanor depends on the law of a given state, county, or municipality for its definition.

Usually, persons sentenced for misdemeanors are tried by a local magistrate, district courts, or justice of the peace and committed to local city or county jails, state farms, houses of corrections, work houses, or road camps. Generally, misdemeanants incur shorter sentences and lesser fines than those given to felons; however, in some states certain misdemeanors draw down a heavier sentence than a

minor felony. A misdemeanor confinement normally ranges in duration from a few days to several months, and does not usually exceed one year.

The most frequent charges which result in a misdemeanor confinement are drunkenness, disorderly conduct, vagrancy, non-support of dependents, assault and battery, petty larceny, gambling, and driving offenses.

In the State of Oregon, a definition of the term misdemeanor may be found in the Oregon Revised Statutes (1963). It reads as follows:

"161.080. Misdemeanors: punishment when penalty not prescribed. Whenever an act is declared to be a misdemeanor and no punishment is prescribed therefore, the person committing the act shall be punished upon conviction by imprisonment in the county jail for not more than one year, or by fine of not more than \$500, or both."

Jail: The word jail (British-gaol) is thought at one point to be derived from the Spanish laulu-a-cage. It is a place for confinement of persons arrested for crimes and held in custody.

In defining the term jail, Louis N. Robinson said:

"A jail is a local penal institution, county or city, for the safe-keeping of persons awaiting trial but not admitted to bail, and in general for those serving short sentences of less than one year. There are other groups who pass through the jail. It is customary to keep in jail important witnesses who, it is thought, might disappear; and insane individuals are often held in jail pending their transfer to a hospital..."

"The use that is made of a jail depends

upon the availability of state and other county or municipal institutions, upon the extent to which probation is used, and upon the functioning of court machinery. (1)

Each state has its own legislation pertinent to the creation and maintenance of a jail system. As can be expected, the rules and regulations for each state are different and quite often serve the political interest of the law makers.

Generally, a short-term prisoner may be defined as one who has been found guilty of a misdemeanor or felony and committed to a local or regional jail or correctional institution for a period not usually exceeding one year.

Need: As defined by Webster's New World Dictionary, the term "need" refers to an urgent requirement of something essential, or desirable that is lacking, required or desired. A need also represents a condition in which there is a deficiency of something requiring relief or supply. A need is a condition of poverty or state of want.

The term "need" is used quite frequently in psychobiologic literature in reference to man's survival both as an animal and as a member of society. The study of behavior in many species, both internal and external, makes it possible to identify certain patterns of activity that are geared toward maintaining the life adaptation of individual members within a species. For example, we know that there

are certain biologic requirements of organisms, such as oxygen, food, water, elimination of waste products, and protection from hostile environments. Behavior then, will take place to meet the above requirements. The type of behavior performed is referred to as an adaptation and the requirement to be satisfied is called a need.

Operating Definitions

Semantic difficulties frequently interfere with effective communication. The following definitions of terms are given to prevent possible misinterpretation.

Social Work: This refers to help offered by a professional social worker to instigate the process by which the client is aided in adapting to his life situation particularly with regard to his interaction with the community at large.

Social Work Agency: This term refers to those agencies in and around the metropolitan area of Portland. It includes, but is not limited to, those social agencies which offer services to both the person and his family.

Need: In this project the word need refers to those items listed on the questionnaire stated by the inmate as essential or desirable that are lacking, required, and desired in his particular case.

Community Organizations: These refer to any educational, recreational, religious, health, or welfare

organization.

Inmate or Prisoner: This refers to men incarcerated in the county jail for a misdemeanor, with a sentence of one year or less on each charge.

Intensity: This term refers to the degree or amount of strength or energy with which the need is felt by the inmate.

Extensivity: This term refers to the breadth of the need and indicates how much of a need is present in the group or individual.

Corrections

This study was called the "Corrections Project". The word "corrections" is not merely a euphemistic expression to cover up an old problem, but it is a genuine attempt to take a new approach to the old problems of criminals, punishments, and prisons. This new approach ideally sees man as a total being--biological, sociological, psychological and spiritual--and as such, treatment must be consistent with the empiric and scientific findings and the moral values in all areas of knowledge. In this approach the offender is the center of the directed actions. He is an individual and not merely a part of the collective, interchangeable population, mass, or crowd. Individualization, whether through group or one-to-one contact, is advanced through classification, diagnosis, treatment, and prognosis, by

clinical procedures and trained personnel. Corrections also emphasizes physical structure and environmental resources.

Expressing his philosophy of corrections, John D. Case, Warden, Bucks County Prison, Doylestown, Pennsylvania, states:

"We are in the salvage business, not the junk business. Individuals are confined to institutions as punishment and not for punishment. Each person is treated AS AN INDIVIDUAL. Our aim is to assist in solving his problem so that he can return to the society as a law-abiding citizen." (2)

Case continues:

"Corrections involves the use of every phase of the science of Human Engineering. It must be just, humane, and scientific, not only for ordinary human decency, but also for our own safety and security. It is essential to make society understand that true protection--lasting protection--can result only through changing attitudes, especially since 97 out of every 100 persons sentenced to penal institutions are actually released to go back to the community." (3)

Although the American society has not yet devised a perfect system for treating the offender and satisfying the public, yet, it can boast of several progressive changes and advancements since the transplanting of the house of corrections and the work house to America by the first colonists. The present level of development in the correctional field is not without precedent. A survey of the historical development is pertinent to this project.

The earliest recognized reformation in the historical development of penology was the workhouse established in 1771 in Ghent, Belgium, by Jacques Vilain, later known as the "father of penitentiary science". Vilain developed a classification system in which felons were segregated from vagrants and misdemeanants, and sexes separated. He encouraged sentences longer than one year because shorter sentences would not afford sufficient time to teach a trade or to instill "good habits".

Another concept of early penal reform was borrowed from the church. It was the concept of solitude and expiation, both of which were thought necessary at that time for complete regeneration. Thus, in the eighteenth century, solitude, silence, hard work, classification of types and possible instruction in religion substituted for the brutal punishment of prisoners of an earlier day.

John Howard (1726-1790) was an early English penal reformer whose work, State of Prisons (1777) planted the seed of prison reform in England. He proposed an institution he called a penitentiary which would encourage penitence, education, productive work, and separation by individual cell. He and others with a deep concern for penal reform, including members of the Society of Friends, were instrumental in securing passage by Parliament of the Penitentiary Act of 1779.

Penal reform spread from Europe to the American

colonies. Prior to the American Revolution, penal laws in the colonies (except Pennsylvania and West Jersey which were influenced by the Quakers) were barbaric.

In describing the conditions of Colonial America, Tyler states:

"Punishment was almost exclusively corporal--the death penalty for serious crimes and some form of publicly inflicted pain or humiliation for minor offenses. Whipping, mutilation, confinement in stocks, 'ducking', and branding were the lesser punishments usually provided in the sentences of colonial courts. Puritanism and Quaker asceticism alike condemned every form of sensuality, and blasphemy and impiety were regarded as crimes against the state. Gambling, drunkenness, duelling, lying, breaking the peace, and conspicuous idleness were considered offenses meriting severe punishment, and the 'common scold' was publicly ducked in an attempt to rid the community of the nuisance of her virulence. Local codes meticulously prescribed the number of lashes or the number of hours in the stocks to be imposed for some minor offenses and for others fixed the spot on the offender's body where a designated letter should be burned." (4)

Because of the immediacy with which punishment was administered, the need for prisons in colonial America was minimal. The jail for temporary detention was all that was necessary. The rights, respect, and well-being of incarcerated offenders were of little concern to the public. However, when imprisonment succeeded corporal punishment, jails became the first prisons and it was necessary to make them somewhat permanent abodes.

With the freedom given by the new constitution,

societies were organized to inspect, investigate, make reports and work to alleviate conditions in public jails. One of these early societies, The Philadelphia Society for Alleviating the Miseries of Public Prisons, had a twofold purpose: improving conditions in Philadelphia Walnut Street and High Street jails, and formulating plans for a modern prison to be constructed by the state. These reforms secured legislation which resulted in the Act of April 5, 1790 creating the prototype of the penitentiary. This act emphasized solitary confinement for certain types of prisoners, hard and productive work, classification, sanitation, discipline, and religious instruction as essential to reform measures.

During the first quarter of the 19th century, further prison reforms, which grew out of the renewed revivalism and humanitarianism, resulted in two rival systems. The first of these systems was the Auburn Penitentiary (1816) in the State of New York. It was originally designed for the old congregate system, but reformers secured legislation for instituting the cell system. During the day, the inmates worked, worshipped and ate in a common setting, and returned to their cells in the evening. Discipline was severe. The prisoners who were marched to work in lock step, were denied face to face contact, were strictly forbidden to speak. Every infraction of the rules was instantly punished usually by flogging.

The second rival system was the Eastern State Penitentiary at Cherry Hill, Pennsylvania. In this system, each inmate was provided a cell and adjoining courtyard. All activities were carried out in the cell except exercise which was done in the courtyard. The inmate received no visitors. His only contact was with prison personnel, a member of a charity organization and a chaplain. Communication with other inmates and the outside world was completely severed. In this type of confinement, the inmate supposedly had time to meditate, read his Bible, and to develop mental and spiritual strength that would transform his life and prepare him to return to society.

Throughout most of the nineteenth century these two systems, along with those patterned after them, generated a great deal of controversy. The literature produced during this period, pro and con, is interesting. Some administrative policies and several outstanding penal administrators emerged from this era.

In 1870, a group of penitentiary administrators who felt the need for penal reform met in Cincinnati, Ohio, to study and discuss the merits of the Irish System of prison discipline. (The Irish system of discipline emphasized the indeterminate sentence and the active involvement of the prisoner through work for his early release.) This meeting was the inauguration of what is known today as the American Correctional Association. Among the early

founders were Enoch C. Wines, Franklin B. Sanborn, Zebulon Brockway, and Gaylord Hubbell.

Elmira Reformatory (1876) in New York State reflected the progressiveness of the Cincinnati reformers. A substitute for the penitentiary, Elmira was established for first offenders between the ages of sixteen and thirty. Its program under the leadership of Zebulon Brockway, stressed education, athletics, military, vocational and religious training, and indeterminate sentence.

The federal government became actively involved in prison reforms when in 1891 congressional action created three Federal penitentiaries at Fort Leavenworth, Kansas, Atlanta, Georgia, and McNeil Island in the Puget Sound, Washington. In 1925 the Federal Reformatory for Women was opened at Alderson, West Virginia, and a reformatory for young adults at Chillicothe, Ohio.

During the Hoover Administration, the United States Federal Bureau of Prisons was established. A progressive system for classification of Federal prisoners was developed and extensive building programs were undertaken. Advanced ideas in penology were incorporated into the Federal system.

The twentieth century ushered in a new era in penology--the classification-clinic period, sometimes referred to as the era of The New Penology. According to this new method, prisoners are sent to prisons for treatment and not for punishment. Prisoners are classified according to

diagnosis and sent to the appropriate institutions that more nearly meet their needs.

Today, several techniques and approaches are used in penal institutions across the United States. Among these are probation, parole, indeterminate sentence, individual therapy, group therapy, experiments in various types of group living, education--college credits are offered in some institutions--occupational work, competitive athletic programs, and a number of other programs designed to help the released prisoner in his social adjustment.

Penal reform is by no means ended. It must be continuous and one which requires constant evaluation and analysis by each generation.

This introductory chapter has given some background and description of the aims and purpose of this exploratory research project, has reviewed origins of the study, has defined the basic terms used in the study, has attempted to set forth something of a rationale, and has summarized its importance to the field.

The remaining chapters will present a survey of M.C.C.I.; a review of the literature pertinent to the areas of study; a description of the methodology as it developed and was used by the group including a description of the questionnaire administered; an analysis of the findings, information gleaned from the questionnaire, the results of

tabulations and statistical tests; a summary of the conclusions reached by the group and a discussion of the implications for further studies.

NOTES TO CHAPTER I

1. Robinson, Louis H., Jails, Care and Treatment of Misdemeanant Prisoners in the United States, Philadelphia, The John C. Winston Co., 1944, pp. 1-2.
2. Case, John D., "Philosophy of Corrections", New York City, American Journal of Corrections, Jan.-Feb., 1965, p. 4.
3. Ibid.
4. Tyler, Alice Felt, Freedom's Ferment, New York, Harper and Row, 1944, p. 268.

CHAPTER II

SETTING: MULTNOMAH COUNTY AND ITS CORRECTIONAL INSTITUTION

The County of Multnomah, in the State of Oregon, continuing in the tradition of the early reformers, translated into action progressive correctional philosophy when it established the Multnomah County Correctional Institution in 1961.

A description of the specific setting in which the study took place is appropriate. In order then to present a picture of M.C.C.I., some of the local antecedents from which it developed must be examined.

Multnomah County has a population of over 554,000. Portland, its largest city, covers 74 square miles with a population of 372,676. Of the remaining 350 square miles, approximately 100 square miles are heavily populated or industrialized.

In 1916 the Multnomah County Sheriff's Office Uniform Patrol was formed. This organization continues to grow with the increasing population and today provides a wide range of services under three legislated departments--Tax Department, Civil Department, and Police Department.

The Office of Sheriff

The Sheriff is elected to office on a partisan basis for a four year term. He is aided by an administrative assistant, an executive assistant, a personal secretary, an

office accountant, and a business manager.

Sheriff Donald E. Clark was elected Multnomah County Sheriff in November 1962. He has demonstrated interest in the social science approach to the general field of penology. The professionalization of police work is one of the Sheriff's goals. The professionalization of the police organization would imply that the officer on the job 1) must have an understanding of human behavior--individual and group, 2) must be familiar with social problems and their etiology in terms of anthropological, sociological, historical, psychological, and economic literature, 3) must be quick in making intelligent legal decisions, 4) must be restrained in the use of firearms and physical force, 5) must be compassionate and considerate, and 6) must have the ability to communicate well.

Increased education and a more efficient on-the-job training program are two avenues whereby professional status may be achieved. The Sheriff has made positive steps in these two areas. In June 1965, he presented a brief to the Multnomah County Civil Service Commission appealing for the upgrading of educational requirements for law enforcement officers from the present two year college minimum to a Bachelor's degree. (1) This recommendation became one of the requirements for personnel some months later.

Sheriff Clark's philosophy in regard to on-the-job training is expressed in the Multnomah County Sheriff's

Office Manual.

"Sheriff Clark's emphasis on training has further resulted in motivating large numbers of officers to pursue academic courses at the college level and to enroll in law school. This schooling is accomplished by individuals in their off-duty hours.

"The department has actively sought and sponsored nationally known schools in Multnomah County and has presented departmental schools in areas of need and competence. These activities draw students from police agencies both within and outside the state of Oregon and require the Personnel and Training Officer to coordinate, guide, and control every aspect of their presentation." (2)

Because the focus of this study is in the area of corrections, we shall look in greater detail at the function of the Police Department. This department is broken down into three divisions, namely, Administrative, Operational, and Services. These divisions are supervised by veteran police captains who are designated Deputy Chiefs.

The Service Division has particular significance for this study, for it is in this division's portfolio that M.C.C.I. falls. This Division is headed by a Deputy Chief and includes three sections: Jails, Records and Identification, and Scientific Investigation. The focus of the study is limited to the first section--Jails.

There are three separate organizations which are supervised by the Multnomah County Sheriff. These are Rocky Butte Jail, the Court House Jail, and the Correctional Institution. A Brief description of the first two institutions will be given and a more detailed description of the

Correctional Institution because of its relatedness to this study.

Rocky Butte Jail

Located at 9755 North East Hancock Drive, on the outskirts of the eastern edge of the city of Portland, is Rocky Butte Jail. This bastille of maximum security is situated on the site of an old abandoned gravel pit which once provided work for the inmates. This location is off the beaten track, inconvenient to the public and difficult to find for persons unfamiliar with the area.

Originally constructed in 1941 with Federal W.P.A. funds, Rocky Butte Jail was expanded in 1946 by funds from the treasury of Multnomah County. This jail has a maximum capacity of four-hundred prisoners.

The average daily population is about three-hundred men and fifteen women. All Federal prisoners as well as those sentenced by the county and in some instances prisoners sentenced by the City of Portland are held in this jail. Prisoners from other Oregon cities and counties and the Federal prisoners are held upon orders of the respective courts at \$2.00 per day. About seventy-five prisoners housed at the location are awaiting trial on felony charges. Other felons housed at Rocky Butte are those whose cases are being appealed or who are waiting transfer to the Oregon State Penitentiary or Federal Penitentiary. (3)

Rocky Butte is a maximum security jail. Generally it does not permit segregation of sentenced and non-sentenced prisoners, nor does it provide separate accommodations for varying types of offenders, or men of varying age groups. Prisoners are not kept in private cells, but in large dormitory-cells, commonly referred to as "tanks". Only a few of the prisoners are segregated, and then primarily for morals charges. The most perverted of these cases are sometimes isolated in the Court House Jail. Because Rocky Butte is so far removed from the Court House, men have to be shuttled back and forth for court appearance, consultation with attorneys and the like.

Court House Jail

The Court House Jail is located on the seventh and eighth floors of the Multnomah County Court House, Portland, Oregon and is supervised by one lieutenant in charge of nine deputies. This jail is essentially a holding facility for persons who are undergoing trial, being arraigned, or having prolonged appointments with defense attorneys. Some persons booked by the U. S. Immigration Service are held at this location until further disposition. (4)

Multnomah County Correctional Institution (M.C.C.I.)

Multnomah County Correctional Institution, a minimum security institution, is Multnomah County's latest effort

to rehabilitate and restore to productive citizenry those men temporarily committed to its care. Adjacent to this institution is Edgefield Manor, a county home for the aged, and Edgefield Lodge, an intensive, live-in treatment center for disturbed children.

Conceived as a medium security institution by the former Sheriff, M.C.C.I. was opened in December 1963, as an experiment in minimum security living. This new-type jail with its honor system and minimum security facilities elicited opposition from the citizenry of the Wood Village community. Today, opposition from residents is minimal and inmates are permitted to use community recreational facilities.

The physical structure is constructed from concrete blocks and steel with a wooden roof. The building is asterisk-shaped and patterned after the spokes of a wheel. The central office, originally a screened control area, represents the hub of the wheel with nine spoke-like blocks radiating from this hub. Surrounding the building is a high metal fence topped with barbed wire. The fence, not necessarily incongruous with the institution's philosophy, insures a kind of desired privacy.

M.C.C.I. has a maximum capacity of 125 inmates, under a single bunking system. At the time of this study the inmate population was approximately 80. The inmate population at M.C.C.I. is drawn primarily from Rocky Butte Jail.

Other counties in the state of Oregon have contractual agreements with Multnomah County for certain prisoners.

At Rocky Butte Jail, an inmate desiring a transfer to M.C.C.I. completes an application blank. No one is denied the privilege of applying for a transfer because of prior offense, age, race, or present offense. However, certain so-called psychopathic and sociopathic personalities are not considered. If the inmate-applicant responds favorably to the screening process, he is classified as a minimum security risk and transferred to M.C.C.I.

The philosophy of the institution is directed toward providing the inmate with guided opportunity to accept and make decisions governing his own conduct and general welfare. The environment affords freedom of movement with opportunities for guidance and counselling. It is assumed that dynamics of group interaction and community living complement the individual-oriented program. In this rehabilitative center an attempt is made to approximate some of the normal activities of the free society.

Personnel: The staff at M.C.C.I. consists of one Lieutenant, one Sergeant, one part-time Jail Counsellor (Psychologist), one Jail Steward (or cook), eight Deputies, and a part-time Jail Chaplain sponsored by the Portland Counsel of Churches. The personnel, as well as the inmates, must carry their share of the responsibility if a minimum security institution is to be successful. In a sense, the

officers at M.C.C.I. are "hand picked" for their tolerance, understanding, and capacity to recognize and solve some of the problems which occur within the institution. These men perform a multiple role. At Rocky Butte, the guard is "the bull", and is often feared. At M.C.C.I. the officer, a supportive, non-punitive person, may be seen as a friend who is ready to be of service. The officer who has spent many years in maximum security situations and transferred to a minimum security situation could feel threatened and find adjustment difficult. It is for such reasons that jail personnel for M.C.C.I. are carefully selected from the ranks of Multnomah County police.

Work Program: Work has always been an integral part of man's existence. Today, it is strongly emphasized in twentieth century American society. Early penal reformers emphasized the value of work in the rehabilitative program of prisoners. Work seems to have these values:

- 1) It is a part of the therapeutic process and helps in the restoration of the man to society.
- 2) It develops skills, good work habits and stimulates an on-going interest in some type of trade.
- 3) The remuneration from work enables the inmate to partially meet post release needs.
- 4) It is an experience with religious and moral over-tones.

At M.C.C.I. work is high on the priority list. The

inmate receives 25¢ per day worked which is deposited to his account. Because of lack of facilities and equipment, the work program is limited. The present program includes animal husbandry, farm work, butchering and meat processing, service-type jobs in the county home, general maintenance at Precinct #1 of the Multnomah County Sheriff's Office, semi-clerical jobs in the institution itself, maintenance and repair of the buildings, work in the laundry, print shop, kitchen, and barber shop. The men state preferences regarding work assignments and these are used as guides in appointments to specific jobs. Although these preferences are considered, the counsellor has the final decision in appointment. The effectiveness of the work-program in preparing inmates for work upon release is not known.

Summary of Institutional Life: Upon entering M.C.C.I. for the first time, the inmate is given an Inmate Manual to acquaint him with some of the basic rules, regulations, and principles of operation. This booklet provides information pertinent to the Institution's expectations of him. (We should mention here that this Inmate Manual is not the same as the "Information Handbook" which the visitor to M.C.C.I. receives. The former is the prisoner's guide to institutional life and the latter is a visitor's guide to the institution. The information within these booklets, of necessity, would be different.)

Probably the first impact of institutional living,

especially for the first-timer, is the "vestment ceremony". The inmate is divested of clothing except for his undershorts and given a clothing issue for which he is held responsible throughout his incarceration. The replacement cost of lost or damaged clothing (except for normal wear) must be met by the inmate from his jail earnings.

A part of the "vestment ceremony" is the temporary withholding of personal property. Among these items are wallets, pocket or wrist watches, rings, cigarette lighters, keys, or any other article of value. These articles are kept in safe-keeping and returned to the inmate upon his release.

Dormitory Regulations: Each inmate is assigned to a bunk in one of the four living areas. One of the considerations for assigning beds is work-assignment. In each unit, the bed numbered "one" will be assigned to the dorm trustee. There are specific regulations pertinent to the making of beds ("military style"), changing of sheets, pillow cases, mattress covers, and blankets. Each man is responsible for keeping his section or space of the dormitory neat and clean.

Inmates are free to relax in their bunks during their free time; however, smoking in bed is strictly prohibited. The men are encouraged to show consideration for the feelings and rights of others at all times.

Personal Hygiene: The following instructions on

personal hygiene are quoted directly from the Inmate Manual:

"...Wherever men live together in close groups, personal cleanliness is important. Excellent facilities are provided for your personal cleanliness and it is expected that you will use them." (Reference has already been made to toilet and shower facilities.) "You should shower and shave every day, more often if you are assigned to a work crew where you might pick up offensive odors. Electric razors are available for everyone's use in the Shower Room. Since these are expensive items, we naturally caution you to take good care of them. Make use of foot baths for this will keep fungus infections (athlete's foot, etc.) under control, especially during the summer time weather.

"You are expected to get a hair-cut at least every two (2) weeks. The Barber will post a schedule for haircuts and you should check these regularly to make sure you do not miss your date. In the event you are going to receive a special visit, appear in court, or are to be released, see the Barber and he will make special allowances for you. Bear in mind that the Barber has been instructed not to allow extreme hair styles. You can help him to do his job by asking for one of the various conventional hair-cut styles." (5)

Meals: A genuine attempt is being made by the administration of M.C.C.I. to make the food program an integral part of the rehabilitation process. Meticulous planning and care go into the preparation of each meal by the Jail Steward. His staff members are chosen from the inmate population and are often experienced cooks. The chef's planning provides such variety in meals that dinners are served for one month without repeating a menu.

The dining room is furnished with wooden tables and metal chairs. One table can accommodate six men; there are

no special seating arrangements and the men are free to sit wherever they wish.

Three meals are served daily, and the serving is "cafeteria" style. After picking up knives, forks and spoons, the men are served on a compartmented metal tray. Beverages are provided at each table in tin cups. Each man is responsible for returning his tray and utensils to the designated area. With the exception of desserts and meats, sufficient food is prepared so that each person may have additional portions.

The men are given a five minute call before the actual serving time. This provides enough time for them to be in their respective dorms where a count is taken. The men are then signaled to form a queue according to dorms, with priority on a rotating basis. Enough time is provided for relaxed eating. Coffee breaks are provided daily in the recreation area.

Medical Service: M.C.C.I. does not have a residential medical care facility, nor personnel. Hospital personnel and doctors from Rocky Butte make regular weekly scheduled visits. At this time "sick line" is held and medication dispensed. Cases of serious illness are taken to the Multnomah County Hospital where medical care is provided. In the event of an emergency, a doctor can be arranged for through the neighboring county home.

Recreational Program: The recreational activities

at M.C.C.I. are an integral part of the institution's program. Activities are geared to cover a wide range of interests from indoor table games to outdoor athletic competitive sports. Currently, M.C.C.I. is a member of a regional sports league and competes in basketball and baseball. This league is made up of community groups and M.C.C.I. is the only jail group that participates. Most games are played away from "home". The team travels in a bus under the supervision of the Recreational Officer, who wears civilian clothes. The team members play in regular sports uniforms. The team functions under an honor system and responds to the benefits and urgings of peer pressure by conducting themselves in a responsible way. Sports competition and the winning of several trophies have contributed to the morale of the inmates.

Television viewing is part of the recreational program. The television is located in a central viewing area. Those wishing to view may take a chair from the dining hall to this central area and should return the chair upon leaving. The program viewed is determined by majority vote. The attending officer, however, has the last word in case of a deadlock or unresolved controversy. Sports programs are given priority by the inmates.

Library service is not a new part of the correctional institutions. "We do not know just when the first prison library was instituted, but the Philadelphia Prison Society

furnished books to prisoners in the renovated Walnut Street Jail in 1790." (6) The library at M.C.C.I. houses a wide selection of books, reference material, magazines, and other periodicals and is open to the men during their "waking" hours.

Religious Services: M.C.C.I. has a chaplain sponsored by the Portland Council of Churches who provides services for three half-days a week. The Chaplain devotes one half-day per week to group therapy and one half-day to a study and lecture type treatment usually on subjects of personal problems. Individual counselling sessions are offered. Counselling by clergymen is not limited to religious problems. Priests and ministers from the community provide religious services each Sunday. The Protestant Staff Chaplain is coordinator of all religious activities. Chapel services are held in an appropriately styled section of the building.

Counselling Services: Counselling service is provided to some degree by all members of the staff. However, this job is the primary responsibility of the Jail Counsellor. Counselling is done on an individual basis when the inmate expresses a desire for such help. The Jail Counsellor and the Chaplain also offer group therapy sessions.

Visits and Correspondence: Maintaining and strengthening relationships with members of his family and former

friends is germane to a healthy personality. Through personal correspondence and the reception of visitors the inmate can keep his family and friends informed of his accomplishments and of the efforts he is making to prepare himself for a successful return to the community. Members of the family and friends can and do advise, assist, plan, and encourage the inmates in these efforts. Such contacts have proven beneficial to the men who have regular visitors.

Visits are held in open arrangement with various inmates and guests forming casual groupings about the room. Staff personnel are present during visiting hours.

Sunday afternoons from 1:00 p.m. - 4:00 p.m., are designated for regular visiting. In addition, inmates may receive visitors on national holidays, namely, New Year's Day, Memorial Day, July 4, Labor Day, Thanksgiving, and Christmas. During the three hour visiting period, an inmate may not have more than four adult visitors. If at all possible, visitors are requested to make previous arrangements with the institution pertinent to their visit. The administration has the right to terminate any visit due to overcrowding or improper conduct. Visiting is conducted in the chapel, dining and recreation areas of the building.

Inmates are not limited to the number of letters they may write or receive. However, no outgoing letter may contain more than two sheets of paper with writing on one side only. All letters, with the exception of letters

to an attorney, the court, or the Sheriff, may be censored. Stationery is provided but the inmate is responsible for his own postage.

Contents of incoming mail are limited to the letters, funds to be deposited in an inmate's account, and photographs within good taste.

Commissary: M.C.C.I. provides for the basic necessities of food and clothing for the inmate. In order to meet other miscellaneous needs there is an inmate commissary. The commissary is opened from 1:00 p.m. until 4:00 p.m. and again from 7:00 p.m. until 8:00 p.m., and carries such items as cigarettes, candy, toilet articles, soft drinks, pens, pencils, underclothes and handkerchiefs. An inmate does not use cash to make payments; instead, he draws against his deposited funds. The inmate who does not have a deposit fund is unable to purchase because he is not allowed to draw against his work money. Visitors may use cash in making a purchase from the store. Profits from the operation of the commissary are deposited in the Inmate Welfare Fund which heavily subsidizes recreational activities.

Use of Telephone: In cases of extreme emergency an inmate may be permitted access to and use of the institutional telephone. Permission must first be obtained from the counsellor, chaplain, or ranking officer in charge before any calls may be made. The inmate must first disclose the nature of the call and give information regarding the

recipient. If permission is granted the call will be made in the office of the staff member who granted permission.

Under no circumstances will inmates be permitted to accept incoming calls.

Activities: Original plans provided for evening self-improvement programs for the men requesting them. The projected programs would include Alcoholics Anonymous, group counselling, educational courses, public speaking, and other areas of interest indicated by the men. To date however, the only program that is in operation is the educational one. Individual tutoring is being provided by a co-ed group of college students from one of the Portland Colleges.

The daily schedule of M.C.C.I. is as follows:

6:15 a.m.	Wake up
6:15--6:45	Dress, shave, make beds, clean living area
6:45--7:30	Breakfast
7:30	Farm Work Call
8:00	Arrival at assigned place of work
8:00--11:15	Work
11:30--12:30 p.m.	Lunch
12:30--4:30	Afternoon work
4:45--5:30	Supper
5:30--11:05	Free time for leisure activities

The above daily time schedule is observed by those inmates on regular work crews. Others who are assigned

specific tasks which require varying hours do not conform to that schedule. Special dormitory and eating arrangements are made for these men. Depending on the work assignment, an inmate may work five, six, or seven days a week.

Summary

This chapter gave a brief account of Multnomah County and its correctional institutions. A cursory survey of the geography, political subdivision and demography was presented. Attention was given to the Multnomah County Sheriff's Department with particular emphasis on the Service Division. The correctional institution--M.C.C.I., the major focus of this chapter, was given a more detailed description.

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CHAPTER III

SEARCH OF LITERATURE: HISTORY OF JAILS

The review of the literature will be divided into two major categories: (1) the historical role, and (2) the current role of the jail.

From the fiction of Victor Hugo with its emotional appeal to the conscience of mankind to the prison descriptions of John Howard and his far-felt reforms, we find the recommendations of theorists out of step with the attitudes of society on how to treat the man confined to jail. The biographers of John Howard's studies sum up the unsteady progress in society's attitude toward the misdemeanor:

"Slow progress since that time has taken us far beyond Howard's imagination, to a system in which there is a distinctly therapeutic element; a system in which some 'gaolers' are beginning to regard themselves not as impassive watch dogs who must bring immediate punishment upon the prisoner who deviates slightly from the rules, but as understanding social workers with whom inmates can discuss their problems and ask for sympathetic guidance, a system in which all prison staffs are encouraged to develop this attitude." (1)

Criteria for Search of Literature

The original assignment within the group for review of the literature was divided into the following categories:

- Psychological Abstracts
- Sociological Journals
- Social Work Journals

Textbooks on Criminology, Sociology, and Penology Abstracts of Theses

In addition the group was expected individually to be alert to other information gleaned from footnotes and references which would be pertinent to the study, with particular focus on jails and correctional institutions, the treatment of misdemeanants, and implications for the practice of social work. Generally, the search was to be limited to the period from 1960 to 1965. The search of literature did not cover the institutions for long-term offenders.

However, any attempt to present the practice of social work in jails and correctional institutions must include the classic literature on criminology written in the period of developing social consciousness and evolution of social institutions to meet these problems, for full understanding.

Evolution of Criminal Law

Four distinct stages exist in the evolution of criminal law: (1) Vengeance, or retribution, (2) Repression, (3) Rehabilitation, and (4) Prevention. (2)

George Bernard Shaw describes the three official objects of our prison system as vengeance, deterrence, and reformation, with the only one achieved being vengeance. (3) Elliott, discusses five categories in her detailed analysis of the motives of punishment: (1) Retribution or vengeance, (2) Deterrence, (3) Reformation, (4) Reparation, (5) Social

utility. (4)

Social utility is a broad classification and may include all except retribution. She excludes the aspiration motive of atonement for offenses through suffering, the suffering meted out in proportion to the gravity of the crime. "In a very real sense this concept is nothing but vengeance or retribution in the name of moral law". (5)

Vengeance has roots in the earliest known civilizations and is popularly referred to as "lex talionis"--the law of retaliation or, "an eye for an eye" and "death for a death" principle of the Mosaic Code. (6) A present day example is the death penalty for murder.

The deterrence motive is to instill fear of the law in the mind of the offender and to prevent the breaking of the law by examples of what happens to those who break the law.

The reformatory motive is concerned with the rehabilitation of the offender in order to bring about his satisfactory adjustment within the group. The medieval church with its tenets of expiation, penitance, and reform contributed to punishment through reformation. The silent approach in treatment by the Quakers is an example.

The reparation motive aims to force the offender to pay damages to the person injured.

To give an example of historical perspective, Wines wrote:

"Of all the perplexing questions which confront the statesmen and the publicist, probably the most difficult of solution is that which relates to the proper treatment of crime and criminals. This is true, whether the question is approached from its theoretical or its practical side". (7)

The writer continued, that an enlightened jurisprudence must rest upon the principle of due regard to the rights and interests of convicted criminals, as well as of the community which it seeks to protect. He concluded that the treatment of crime must concern itself with repression and prevention and the treatment of criminals by extirpation or rehabilitation. This quote from Victor Hugo reflects the humanitarian philosophy evolving in the eighteenth century toward social problems:

"The study of social infirmities and deformities, with a view to their cure, is a sacred duty. The mission of the historian of ideas and of morals is not less obligatory than that of the chronicler of events. The latter skims the surface of civilization. He registers royal marriages; the birth of princes, quarrels between kings, battles, convocations, the achievements of men illustrious for their public services, political revolutions. He describes the external aspect of events. But it is a deeper and more arduous task to penetrate beneath the surface; to lay bare the foundations on which the social structure has been reared; to tell of those who labor, who suffer, and who wait--of womanhood staggering under burdens too heavy to be borne; of childhood in its young agony; of the silent secret conflicts which alienate men from their kind; of the obscure ferocities, the prejudices, the intrenched injustice, the subterranean reactions of law; of the hidden evolution of souls; of the formless shuddering of the masses of the starved, the half-clad, the

disinherited, the fatherless, the unfortunate, and the infamous; of all the hobgoblins that wander in the dark. He who would lay bare the mysterious springs of human actions must descend--with a heart full at once of charity and of severity, as a brother and as a judge--into those impenetrable casements where crawl in confusion those who bleed and those who strike, those who weep and those who curse, those who fast and those who devour, the wronged and their oppressors. Have these historians of the heart duties inferior to those which are laid upon the historians of the world's exterior life? Has Dante less to say than Machiavelli? Is the under-world of civilization, because it is deeper and more gloomy, less real and important than the upper? Can we know the mountain, if we know nothing of the caverns?" (8)

Origin of Jails

Historically the jail or gaol was the antecedent of the present-day prison. The first function assigned to jails was a place to detain the accused who was awaiting trial, or the convicted who was awaiting punishment. As imprisonment became the mode of punishment replacing physical punishment, physical torture and public ridicule decreased.

"Out of the jail grew the prison. Then came the reformatory, the juvenile school, the specialized institutions for different problem types. But the jail remains and is not very different from what it has always been." (9)

The jail was not equipped for long-term sentences, and has become, in modern society, a place to confine the short term offender and the individuals awaiting trials.

Many writers describe the conditions in the majority of jails as deplorable, antiquated, unfit for humans, but as a society we have permitted these conditions to remain unchanged and unchallenged as Sutherland describes:

"An unbelievably filthy institution in which are confined men and women serving sentences for misdemeanors and crimes, and men and women not under sentence who are simply awaiting trial. With few exceptions, having no segregation of the unconvicted from the convicted, the well from the diseased, the youngest and most impressionable from the most degraded and hardened. Usually swarming with bedbugs, roaches, lice and other vermin; has an odor of disinfectant and filth which is appalling; supports in complete idleness countless thousands of able-bodied men and women, and generally affords ample time and opportunity to assure inmates a complete course in every kind of viciousness and crime. A melting pot in which the worst elements of the raw materials in the criminal world are brought forth blended and turned out in absolute perfection." (10)

Some of these conditions are present in the Portland City Jail according to recent newspaper articles in the Oregonian. These vignettes appeared in a recent series of newspaper articles on present jail conditions in Portland:

"The fault for conditions that exist lies to a great extent on the city's insistence on keeping facilities constructed in 1912-1913 to house 75 prisoners. Today, it is not unusual for 350 men and women to be housed there on some days." (11)

"There are no facilities for segregation of prisoners....Murderers, and thieves, perverts and homosexuals, drunks and boys between 18 and 21, repeaters and first offenders, are all thrown together.

"Often three or four prisoners must share a small cell. Many cells have no bunks. In dormitory blocks bunks are stacked four deep. One block, 30 by 40 feet, sometimes holds as many as 72 prisoners.

"There is no room to exercise, no rehabilitation program, no real counselling...not even a private place where a man can talk to his minister or his attorney....

"Foul leakage from cell toilets is a reminder of plumbing installed more than 50 years ago.

"The jail reeks of disinfectant. Cell bars and walls are thick with paint and a grim jail joke is that paint is all that holds the place together.

"Most of the jail's inmates have been arrested on drunk charges. Only about one in ten faces felony charges. Once arraigned, persons charged with felonies are transferred to the county's Rocky Butte Jail to await preliminary hearing in Circuit Court." (12)

"Four young men--still in their teens--were housed in an overcrowded cell--a jumble of bodies, heat and smells--during a recent long weekend." (13)

In general, modern writers attribute the poor conditions to the methods of administering jails, the role of the sheriff, lack of supervision, lack of funds, politics, and public lethargy. Federal officials describe jails as:

"a sieve through which comes the population of all other penal institutions and a goodly portion of the mental hospitals. More than one million persons pass through the jails of this country each year. For every one person committed in a prison or reformatory, ten are committed to jails. At any one time something like 50,000 inmates may be found in our jails. The jail is the first institutional experience of its kind for hundreds of thousands of men, women, and children." (14)

Writers point to the poor conditions under which transgressors of local statutes serve imprisonment. In contrast, transgressors of Federal laws in America, as well as in Europe, typically serve imprisonment under more humane conditions.

Origin of Correctional Institutions

Early English records show the development of the house of correction and the workhouse as an effort to deal with the problems of vagrancy and unemployment present in sixteenth century England. In philosophy, these early institutions were quasi-relief, quasi-penal, and quasi-medical. The institutions met the needs of certain groups of society: (1) the hordes of wandering idle who would work if they had a chance, and (2) those who would not work unless they were compelled to do so, (3) young adults who needed special training in order to work, and (4) those who were in part incapacitated.

The establishment of houses of corrections and work houses was not universal in all counties and municipalities in England. Robinson describes the evolution of these institutions as follows:

"Gradually, the house of correction took on the character of a place for the imprisonment of petty offenders. Finally, it vanished entirely from the English penological scene and the workhouse, where evidently the incapacitated group gravitated, became the English almshouse." (15)

The Industrial Revolution produced tremendous social change. People were no longer attached to the land and population mobility which had been patterned toward land acquisition now became, in addition, patterned toward job availability. The change from agrarian economy to industrialization gave impetus to city development and the concurrent increase in social problems. Legal statutes were broadened, at times somewhat haphazardly, in an attempt to control these problems.

In America, the early colonial laws were a part of our English heritage. In the colonies of Pennsylvania and New Jersey, records show provision that all prisons should be workhouses for felons, vagrants, and loose and idle persons. (16) In theory, work and education for the misdemeanor were identifying features of both institutions. Their development has been varied and checkered in the history of care of the short-term offender. Elliott concludes her history on the house of correction with these remarks:

"From the beginning houses of correction were a part of the shift from corporal and capital punishment to incarceration for punishment. The offenders so punished were chiefly misdemeanants.

"These institutions all are far superior to most jails; they provide employment and some vocational training; but, like the jails, they do very little rehabilitative work." (17)

History Related to Project

During recent years interested groups and individuals have contributed time, effort and money toward active experimental rehabilitation programs. Statisticians and researchers, professionals from the fields of law and social work, lay persons, church groups such as The Gospel Mission, the Quakers, and the John Howard Society have become involved in practical application of various aspects of theory. A recidivist is no longer a mere number in a tabulation at the end of the fiscal year since agencies and individuals have begun to look at the inmate in the institution with the idea that his unresolved problems accompany him as he leaves to return to the community. Is it possible for the institution to function effectively in the area of inmate need? Robinson stated this issue succinctly long ago:

"If one were to attempt to state the relative importance of the jail in our network of penal and correctional institutions, he would have to take into account other factors than those mentioned, for example, the length of time a man spends in an institution. Is an institution which keeps ten men ten years each as important as one that keeps two hundred men six months each? Another point that also would need to be considered, is the quality of the imprisonment, that is, whether the particular institution attempts to educate or train the prisoners. Thus, from a philosophical standpoint, the problem of deciding on what is the exact importance of the jail becomes extremely complicated. But the large number of these institutions plus the

fact that they do handle an enormous number of human beings are enough to warrant a careful examination of their work and of their future place in our scheme of government." (18)

A search of the literature developed several issues pertinent to the role the jail performs in society. What function does it play in the present treatment of the offender? How has it fared in the development and advancement of social institutions in America? If the jail has a role to play in modern society, what are the needs of the inmate? How are the needs of the inmates to be understood in the light of the development of the behavioral sciences under the impact of sociocultural concepts? Should jails be abolished? What purpose of society do they fulfill? What has been the philosophy of society in punishing man? What are the roots of our present attitudes on the punishment of man by locking him up?

Are there criteria by which the success or failure of the jail system can be measured? Are there criteria to measure the role social work can play in the treatment of misdemeanants?

These questions are directly related to the purpose of the project, the needs of the misdemeanant. It would appear that historically, work and employment were viewed as the principal needs of misdemeanants. Idleness of inmates characterized jails. The house of correction was not universal. A review of current literature will reflect

present practices in meeting needs of misdemeanants.

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CHAPTER IV

SEARCH OF LITERATURE: CURRENT STUDIES IN CORRECTIONS

There appears to be, in recent years, some attempt to clarify and compare the many differing theories in this field. There should be awareness of confusion concerning terminology which adds to the complexity of those attempts at comparison. Each field tends to develop its own vocabulary. Even within a single field there is wide variation and lack of unity on this aspect alone.

Man, in his search for a reason for crime has answered this through the years by guess, superstition, and by scientific investigation.

Theories of Criminology

Dressler, in his anthology, summarizes cause as follows:

"A cause is that which makes something happen. The cause of some effect refers to an invariant relationship between two phenomena." (1)

He lists an array of causes that have been advanced in the past several decades which range from "Momism" to the "Unwillingness on the part of the government to establish a Federal Department of Morals". (2) He concurs with other writers that invariant relationships between any single fact or constellation of factors and crime and delinquency are yet to be discovered. (3)

Early theorists were of two schools--the Classical and the Positivist. (4) Beccaria (5) and Lombroso (6) were early Italian scholars who made extensive studies on the cause of crime. Lombroso's theory of the organic etiology of criminal behavior continues to form a basis for some recent research by E. A. Hooton, a physical anthropologist. (7) He completed a study based on biological inferiority, repeating the errors of method and interpretation committed by Lombroso. His studies are not significant in reflecting cause of criminal behavior. (8)

Siri Naess attempts a conceptual clarification of criminal causation. He reviews a select group of sociological, psychiatric, and cross-discipline theories. Another terminology for these theories is Social Pressure and Super-ego. (9) Included in this study are: Sutherland, Merton, Sellin, Sarbin, Gough, Thomas and Znaniecki, Healy and Bronner, and Friedlander. Naess attempts to re-formulate these theories in a common language using the concepts of role prescription, role enactment, id, ego, and super-ego. He concludes that these theories concern pressures originating in the social surroundings of the persons and could be grouped as heredity and environment.

Austin Turk, (10) a sociologist, points to the current emphasis upon descriptive typing of offenders in accordance to offense or psycho-social characteristics, with typologies reflecting the rehabilitation interest

toward changing behavior. He contrasts this to the theoretical interest in learning how the adjective "criminal" came to be applied to the individual and his behavior.

Turk argues for recognition of differences between the reformist and the analytical interests, and the research problems of each, which are fundamental and should be made explicit.

In the field of criminology, Donald Clemmer (11) studied the social organization of a prison. Many persons have been concerned with the effect of organization on behavior. Donald Cressey (12) has drawn together a segment of these recent contributions. Among them is an article by Clarence Schrag, which states:

"Principles and generalizations are 'if... then...' statements asserting certain interrelationships between criminal actions and various conditions under which these actions may be expected to occur. If the generalizations are sufficiently detailed and accurate, then observations of the specified conditions should enable us to predict the resulting criminal behavior.

"Control of crime is believed to be possible when the variables on which prediction is based are subject to deliberate modification. By changing the statuses of persons or groups with respect to the variables that are associated with criminality, designated changes presumably can be produced in the amount or the nature of criminal behavior." (13)

Schrag looks especially at Sutherland's theory of differential association; (14) Durkheim's theory of anomie; (15) and Weber's theory on analysis of bureaucratic

organizations, (16) plus additional contributions made by others working in the tradition of these three. He outlines one foundation for a theory of correction based on role configuration within a framework of social relationships. These configurations are: (1) prosocial, (2) antisocial, (3) pseudosocial, and (4) asocial. (17)

This is termed:

"a typological system, which attempts to formulate the empirical relationships among concepts or variables by designating which of the combinations are expected to occur with high frequency and which ones should occur infrequently or not at all." (18)

He further states that although the typology may have imperfections, it should show the relationship between criminal behavior and variables of culture, social system and self.

With recognition that criminality is not always a rational choice between right and wrong but rather a pattern of deviancy from norms which are determined by a dominant law-making group in society, there has been movement away from punishment and toward rehabilitation through treatment. Some theorists have focused on development of typologies and classifications of behavioral patterns as they may be used for prediction and control. One of the most recent contributors to theory on treatment is Don C. Gibbons, who developed a typology for juvenile delinquents and one for adult criminals, to be used as a diagnostic

system which would result in an orderly process of therapy. (19)

Treatment has traditionally been a combination of the clinical method or individualization and the group relations method. The latter approach was a break from the treatment of the offender through isolation. Current literature, particularly in the correctional publications, includes a number of studies utilizing the individual treatment of the misdemeanant. These studies cover classification, pre-parole procedures and probation studies. The literature also covers the group relations method in a number of experiments in self-government, education, grouping of similar offenders, ways of making contacts with law-abiding groups, halfway houses, and work-parole.

The concepts of individualization and socialization of the jail inmate are not new. One of the earliest American social scientists to write on the subject of the county jail, Stuart Queen, says:

"In other words, individualization of offenders is only one aspect of their reformation. The other side of it is socialization. These are not two distinct entities. They are simply different ways of getting at the same thing. Because man is what he is, we cannot have the one without the other." (20)

The lag in the implementation of the rehabilitative role of corrections, according to Gibbons, (21) stems in part from the image of offenders as "bad" persons who willfully violate criminal laws. Another problem is

enlisting sound financial support of correction programs, mainly because politicians reflect constituent opinion that the misdemeanant must not be coddled.

California is one of the states which has attempted to overcome public apathy through aggressive leadership, professionally-trained staff, ambitious programs for treatment of juveniles and adult inmates, and evaluation of these operations through research. These approaches have become an established part of the correctional effort under the California Youth Authority and the Department of Corrections. (22) This state is considered a model for many others in developing progressive correctional programs.

A model of a contemporary correctional institution is described by Howard B. Gill, who outlines four basic essentials characteristic of such an institution:

1. Normalcy as it has to do with the interpersonal relationships between officials and staff, with rules and regulations, and with the general overall climate of the institution.
2. Small group principle as this applies to living quarters, dining, bathing, work program, and leisure-time activities, including hobbies, athletics and entertainment, visiting, religious services, and medical care.
3. Inmate participation based on joint action and joint responsibility for all institution activities except discipline, parole, finances and similar official administrative actions.
4. Community contacts, including bringing the outside community into the prison and taking the inmate

to the outside community in all reasonable ways possible. (23)

There are innumerable descriptive studies on many experimental programs being utilized in different locations.

Robert F. Kennedy describes the success of halfway houses in reducing the incidence of parole failure; (24) David R. McMillan discusses a recent program of work furlough in Orange County, California; (25) and Donald Glaser writes about residential centers for community guidance and graduated release of convicted persons, as a development in the parole system. (26)

Another aspect of this field often found in writings is that of prevention through early intervention. Samuel Mencher states,

"A social service is most effective and least costly when the problem it is designed to meet is anticipated and planned for in advance, or when the problem is dealt with as quickly as possible after it arises. Many problems are so general in nature that plans to meet them can be made well in advance. If advance planning is not done, the social intervention required later is both complex and expensive. Moreover, unless help is offered at the point of crisis, many people cannot achieve their maximum potential and others remain either moderately or severely handicapped." (27)

Hundreds of other studies such as yearly reports by the U. S. Department of Health, Education and Welfare, including Current Projects in the Prevention, Control, and Treatment of Crime and Delinquency have been written. (28) These studies are contributing to substantive findings in

the correction field. Gibbons sums up this area of the literature with:

"...theoretical statements have multiplied faster than substantive research findings, so that the subject area is presently characterized by a number of unresolved theoretical issues for which relevant data have not yet appeared." (29)

These studies cover a number of theories on the cause of criminal behavior as well as treatment. The study will now focus on the contributions of the profession of social work in meeting needs of individuals, including those of the misdemeanant.

Need Concepts in Social Work

The concept of needs is familiar to the profession of social work. The profession has historically developed around the need an individual brings to the agency. Many times in the past eighty years since the Charity Organization Movement and the Settlement House Movement, the profession has implemented change in function and focus to meet need in times of crisis. The profession has been moving through a period of attempting to understand and apply theory concerned with the interaction of psychic and social development of individuals. The profession has developed methods in casework, groupwork, and community organization with a growing interest in research.

In defining needs, Erikson has described the importance of looking at man's total mechanism:

"Students of history continue to ignore that all individuals are born by mothers; that everybody was once a child; and that people and peoples begin in their nurseries; and that society consists of individuals in the process of developing from children into parents.

"Only psychoanalysis and social science together can eventually chart the life cycle interwoven throughout with the history of the community." (30)

Florence Hollis develops a frame of reference based on Freudian influence, writing that man is influenced by instinctual drives and needs and by environmental meeting of these needs. (31)

Erikson expanded and socialized the theories of Freud, succeeding in building a bridge between psychosexual theory and social behavior. The concept of superego is described by Erikson as:

"The superego is the internalization of all the restrictions to which the ego must bow. It is forced upon the child by the critical influence of the parents, and later, by that of professional education, and of what to the early Freud was a vague multitude of fellow men making up the 'milieu' and 'public opinion'." (32)

Leighton describes the development of personality, with a psychosocial orientation. The "self" is a complex of individual characteristics, including hereditary physique, plus values, attitudes, and needs which are incorporated through interaction with influential others, and further molded through significantly important environmental and group memberships.

"Correlatively, it is the unique human capacity for separating self from other, for distinguishing the ego from an objective physical and social world 'out there', that makes it possible for us to conceive and elaborate social patterns. Self and society, although distinct, are interdependent, and each depends for its existence on the existence of the other." (33)

Social work literature has shown an accumulation of theories on which to base the needs of individuals. Most writers pointed out that further experiments and research should be made in the application of these theories. In the corrections field there is a paucity of material on the needs of short-term offenders.

One study, made in England, by R. G. Andry, is concerned with this type of offender. Sentencing procedure and post-release needs were examined. Recommendation was made for a "Reconstruction Centre" which would develop a program around occupational therapy, facilities for vocational training, and group activities. The work which the offender would learn would have to be satisfying and rewarding in order to have a permanent changing effect on behavior patterns, goals and attitudes. Teamwork also was considered essential in order to develop a pattern of working with rather than against other persons. Punishment was handled through fines of sufficient size to be impressive and could be paid by installments over a period of time, partially as restitution to the person against whom the offense was committed. The needs as outlined seemed

basically within categories of psychosocial and employment or training. (34)

Continuing search of literature in this area, Harvey Treger suggests that needs of the offender are recognition of his law violation behavior; motivation to change; developing judgment; self-understanding; a feeling of being worthwhile, and a purpose and direction in life. (35) These suggested needs would fit basic needs of people everywhere.

Eugene Heimler, an English psychiatric social worker, differentiates human needs, termed "satisfactions", between the primary level of relationships during infancy and childhood and the adult level. The primary needs are the same as adult needs but focused inwardly toward self and family.

"As the child grows older, these original satisfactions are also found in the outer world and the ability to find them may depend on the quality of original experiences.

1. Security is now represented by income and comforts.
2. Sensual pleasure by sexual satisfactions.
3. Mutual affection in the ability to love.
4. Primary relationship through its extension to a circle of friends.
5. Play activities in terms of meaningful or creative work, and/or hobbies." (36)
(emphasis added)

Joseph R. Silver recognized the county jail inmate as having many complex problems, including patterns of

emotional disturbance, with too much rejection in childhood and at an adult level, or, in contrast, too much permissiveness:

"Many of the very obvious problems of this group have to do with concrete needs. Merely meeting these concrete needs without getting into the deeper material of the personal adjustment means losing a chance--perhaps the only chance--to really help the individual. Skillful helpful intervention at such a time of crisis may be what is required to break a continuing pattern of delinquency." (37)

A center has been operating in Oakland, California, since August, 1965, directed toward meeting the needs of released prisoners. In a letter to a project member, it was stated:

"From the staff point of view we see certain 'lacks' in many men which we might interpret to be needs if the men are to develop as we would have them develop. Such 'needs' are for (1) constructive friendships, (2) constructive leisure time interests, (3) more farsighted goals and (4) employment skills. When we look closer at the latter 'need' for employment skills we can see frequent lack of preparation for work, limited ability to find work and impaired ability to hold a job.

"Some of these staff-observed needs may be felt by some of the paroled men, but it appears that the felt needs of the majority must be expressed in more elemental terms. In summary there seem to be (1) assurance of basic physical needs, (2) affection or acceptance by others, (3) alleviation of fear or boredom and (4) pleasure giving activities." (38)

Special Areas of Need

Family relationships are a primary concern in the

developmental pattern of an individual. Literature review reveals many recent studies have been constructed around the concept of the family as an institution. There is a certain universality to basic individual needs. A California study focused on women prisoners and their families. Looking at the family as an institution "with interacting role functions which include emotional functions", (39) separation of any one member from the group results in change for all group members. The role function of the mother probably is of greater importance than the role function of the father. This, however, depends on the age level of the children:

"Focusing the study of client-families on the mother and her children was not to deny the importance of the father: faulty character formation, especially delinquency, frequently is seen as intimately related to the absence from the home of an adequate father figure at crucial periods of a child's development." (40)

However, there are consequences to be reckoned with in regard to self-image and personal identity for each family member. In addition:

"Whenever parental separation and family splintering occur, the consequences for the children are determined by many factors, including who it is that has been lost to the other family members, the number lost (i.e., extent of splintering), the prior cohesiveness and functional effectiveness of the family, the ages of those involved, the reason for the separation, the duration of the separation, the substitute situation, etc. The sequelae of separations may be described in terms of economic, physical-biological, emotional, and social factors.

While these factors are interdependent and, in reality, do not operate separately, they nevertheless provide a convenient means by which the effects of family separations might be described." (41)

Sidney Friedman and T. Conway Esselstyn, in another California project, studied the effect on children whose father's were jailed. They contend that most absences of the father from the home (illness, military service, divorce, etc.) are for reasons which are socially accepted and therefore not applicable to the study, since a jail sentence carried with it social disapproval. The approach was through public school teachers using the "University of Pennsylvania Pupil Adjustment Inventory, Short Form", to measure differences between an experimental group and two control groups matched as to age range and grade level. Similarity of socioeconomic level was not considered a factor as the children studied were from fairly uniform areas in this respect.

In summary it is shown that jailing the father results in a negative response on the part of children as related to school and other areas of adjustment. Girls are affected more adversely than boys. It is suggested that:

"Vital and continuous cooperation and coordination is required between correctional, welfare and educational agencies. Provision for special attention to children at the time of their fathers' confinement should be part of general social service practice everywhere. It should not be left to chance or the unusual incident." (42)

Another area covered in the review of literature was the alcoholic offender. Classification systems of jail inmates include a high incidence of the drunkard or alcoholic. (43) What is the present opinion of experts on effects of jail confinement for the alcoholic? Some of the opinions, according to current research literature are: jail does not reform the alcoholic; jail does nothing besides affording a temporary service to the community; jail further degrades the alcoholic inmate and confirms him in his dependency.

One study of chronic drunkenness in Canada suggests that the lot of the chronic drunkenness offender is not as hard as many may surmise and that the jail may meet needs of the inmate other than punishment. It points to the "meager affective relationships" (44) of the chronic drunk on the outside and suggests that jail may meet needs of stable environment, a substitute social system, and a quasi-familial setting. The distinction is made between the overt alcoholic and the hidden alcoholic, citing the need of correctional officers to study the jail as a re-socializing agency in how to best meet the needs of both types. (45) Other studies are pointing to the medical needs of the drunken offender and the need to help this group bridge the gap back to the community. Tinsley and Hunter in an address to the American Correctional Association, define the major areas of a pre-release guidance

center. These areas are employment commensurate with his ability, counselling with problems, including alcoholism, family, etc., and use of community agencies such as Alcoholics Anonymous. (46)

Weil and Price described a rehabilitation program for the alcoholic in an address to the American Correctional Association in 1962.

"Some formalized system is needed by which patients are routed to the various facilities and services of the center. A multiphasic screening clinic staffed by qualified physicians (some specialists in psychiatry), nurses, social workers, vocational counselors, and other allied professional personnel should routinely see every admission to the center to determine whether the patient should remain in the acute care unit in the center, be transferred to a general hospital or mental institution, be returned in some cases to the city jail, be assigned to the center's rehabilitation, custodial, 'day and night center', be handled on an outpatient basis, or sent home to be seen by the person's family physician. This screening unit is probably the 'core' of the entire operation. Placing the patients in a unit that does not meet their needs or one that is incompatible with the program of the center, can be expensive to the institution and can be detrimental to the patients." (47)

Role of Social Work

The literature has shown the expanding role of social work in the correctional field which is timely and pertinent to this study.

Social work is defined by Jeanette Regensburg as:

"That which seeks to enhance the social functioning of individuals, single and in

groups, by activities focused upon their social relationships which constitute the interaction between man and his environment. These activities can be grouped into three functions: restoration of impaired capacity, provision of individual and social resources, and prevention of social dysfunction." (48)

Social casework is often differentiated from social work as being a psychosocial treatment method. Social work practice involves intervention with the purpose of improving, restoring, maintaining, or enhancing the social functioning, and the social role performance of individuals. (49)

Elliott Studt in her work for the Council on Social Work Education defines the role of social work in the field of corrections as follows:

"The present historically necessary task of the corrections field is to define the nature of rehabilitative treatment for offenders, to develop the structure for such treatment and to prepare the personnel to man such services.

"Because social work is a discipline with a formulated body of knowledge and skills specifically concerned with the modification of the social functioning of individuals, it is one of the professions with a potential contribution to make to the professionalization of correctional service." (50)

Her fundamental premise is that the basic structure of social work practice, including the processes of study, diagnosis, evaluation, and planned work is inherent in the role of the social worker in the correctional system. Special knowledge and skills are required for competence in this field directed towards helping individuals, groups, and communities. Among the basic tasks assumed by the

social worker in corrections are:

1. Preparing meaningful reports on the offender and his unique social situation.
2. Supervising the client's social activities in such a way that he can better meet controls.
3. Helping the involuntary client to use help in problem solving, particularly around the problems of stress created by law enforcement.
4. Equalizing the problem of authority for the client in accepting necessary controls as provided by the various social agencies, schools, employers, parents, teachers and institutional personnel.
5. Functioning effectively in a multiple-discipline agency, sharing and participating in decisions directed towards the ultimate adjustment of the individual.
6. Contributing knowledge of the field of corrections to the community in the development of sound social policy and action. (51)

Other writers in defining the role of the social worker in corrections argue that generic social work education has not been concerned about the special problems of dealing with captive persons. However, workers with experience and education in social work have been engaged in practice in authoritative fields for many years in the Juvenile Courts, for example.

There are many interrelationships between corrections and social work. The Oregon Council on Crime and Delinquency has been an active supporter of the development

of a school of social work in this state. The desire to utilize social work training in this field is evidenced in the recruitment programs of correctional institutions.

Carle F. O'Neil in describing his work with prisoners speculates that the underlying dynamics are no different from other groups of clients:

"Outstanding problems are emotional dependency, feelings of inadequacy, basic lack of trust, psychosexual conflicts, authority problems, schizoid patterns, and antisocial identifications. Motivation toward treatment varies considerably, with wide extremes. Involving a poorly motivated client in meaningful treatment is a primary challenge for the caseworker." (52)

Another focus of the role of social work in the field of corrections is follow-up care with the offender after discharge. Samuel Mencher in discussing accessibility as one of the primary functions of social welfare says:

"...social agencies have been continuously plagued by the failure of those who most need their services to take advantage of them. The present structure of services is too haphazard to meet the needs of the general population. On the one hand, the better-educated and the well-to-do independently make maximum use of available health and welfare resources. On the other hand, in spite of the efforts made by both public and voluntary agencies to provide comprehensive services, they are not fully utilized by those who have been forced by indigence or other critical conditions--such as mental and physical handicaps, crime and delinquency, and so on--to come into contact with welfare agencies." (53)

Social agencies in general have been reluctant to work with the offender for several reasons. He is highly

resistive in entering a helping relationship and does not voluntarily seek help for his adjustment problems. In meeting the unique needs of the offender, the agencies have been facing two problems: (1) developing skills in working with resistive clients, and (2) absorbing a new group of clients in their already understaffed programs. (54)

A recent project sponsored by the Office of Juvenile Delinquency and Youth Development, Department of Health, Education and Welfare, contributed to the continuing effort of the social work profession to construct its own body of knowledge. This study has particular significance for the field of corrections as the author, Elliot Studt, draws the illustrations from that sphere. The author develops her conceptual approach by use of three dimensions: social problem, social task, and the service system. (55)

Her analysis of service systems raises some clear-cut issues for the present professional social agencies. Studt says:

"The correction organization tends to be isolated from many of the service-related decision makers whose help is necessary for effective resocialization and restoration. Many officials such as the police, school administrators, and welfare or recreation workers hold the correctional agency responsible for preventing the offender from causing trouble for them.....This isolation of the organization within the community parallels and reflects the social isolation of the offenders whom it is expected to serve." (56)

Alice Overton suggests an attitude of "get with it" rather than fighting against society as the important ingredient in establishing relationships in correctional work. She feels it is necessary to make clear the working purpose, to deal with resistance, convey expectation of and respect for the client, and to use a family focus wherever possible. (57)

Authority relationships have perhaps presented the largest hurdle to certain social work theorists in the correctional field, but as Elliot Studt points out, all social work uses authority in some way. Eligibility for public assistance, rules established for group work, the foster-care program, school social work in relation to attendance, regulations established by varying clinical treatment centers, all use some aspect of authority. Authority in these settings is a legitimized power which is interrelated with responsibility. (58)

John G. Milner expresses the philosophy of the use of authority by social workers in correctional settings:

"The workers have to be on the side of law in their practice. They have responsibility for helping the offender integrate principles of reality that may or may not be pleasurable. Such individuals need support to consider and face consequences and to learn through these experiences, rather than to evade or escape them." (59)

Community Resources

The Report of the Priorities Committee sponsored by the Portland Community Council lists the following agencies as offering specific service to the post-release offender: The Governmental agencies of County Courts, Oregon State Parole Board and the U.S. Department of Probation and Parole, the Salvation Army and Volunteers of America. (60) Potential community resources encompass a far larger number of agencies.

The Oregon Council on Crime and Delinquency is currently making a study of the Oregon Correctional System with a report expected in July, 1966. Among the several recommendations are the following:

"Current parole and discharge laws and procedures must be carefully reviewed. At the present time the best risks (40% of the inmates) are released from correctional institutions under the supervision of parole staff, while the poorest risks are released with no parole supervision and in most cases no help to reintegrate them into society. Perhaps it would be better to release more on parole under parole supervision and help than to wait a while longer and release the same persons with no supervision and no help to re-adjust them to society.

"We should also study what happens to the misdemeanor offender. We know that a great many of the people who go through the revolving door of our city and county jails are committed for the offense of being drunk or drunk and disorderly. Whether these persons are more offenders against society or against themselves is

a good question. Others who go through the misdemeanor court machinery may be young people who if not helped may be beginning a criminal career. Counties and cities have little or no probation services for misdemeanor offenders and little or no rehabilitative programs for those sentenced to jail." (61)

The California Department of Corrections and Department of Public Welfare conducted a study of the use of available resources in meeting needs of inmates and their families. The study was concerned with women prisoners but there is pertinence to this project. Conclusions of the study were: families of prisoners need assistance in working out realistic short-term and long-term goals and plans; there should be greater awareness of the consequences of separation in a family group; there exists a need for social services to be assessed for all family members at the time of original incarceration or arrest of a family member; there is need for planning and exchange of information between agencies and institutions and coordinating services to meet the total family need more realistically; there is evidence of need for better communication and development of procedure at a policy level, to be incorporated procedurally by agencies and institutions. (62)

Conclusions

In this chapter we have reviewed some of the literature dealing with meeting the needs of the misdemeanor

which bears upon the purpose and direction of this project. Basically, the current studies in this area show a two-way emphasis: (1) the offender must be helped to alter his deviant behavior by meeting various social, economic, physical, and emotional needs, and (2) society must provide ways to effectively implement or bridge the offender's return to a satisfactory situation.

Research is rather fragmentary but Wines, Robinson, and Queen give historical background while Turk, Schrag (Cressey), Gibbons, and Zalba are contributors to current trends, theory, and developments in the field.

From Elizabethan times, the literature has reflected serious questions about the usefulness of the jail as an institution. A recent study by Cyril Robinson describes a screening process to make alternative plans for the lesser offender. (63) Various projects developed to alleviate some of the problems of handling short-term offenders are described. California studies are excellent in this area.

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CHAPTER V

METHODOLOGY

The central problem was one of studying the unmet social needs of the inmate population of a county correctional institution, especially with reference to their post-release period. The social work rationale was that crime and recidivism rates might be reduced if police and correctional workers utilized existing social work agencies rather than handling inmate problems themselves or referring them to the courts. Further, it was thought possible that individuals might avoid some of the pressures leading to offenses if they used such agencies.

However, introduction of such a policy of referral required a study of the types and frequencies of needs, and of the agencies appropriate for referral. This was seen as a broad and encompassing subject requiring specificity in order to handle the problem of "unmet needs" in a systematic manner.

A structured questionnaire interview of inmates was seen as the major tool for this study, with subsequent statistical analysis.

General Procedure

In the spring of 1965 a tentative time schedule was set up as follows:

Spring, 1965: Review literature, begin construction of questionnaire, become familiar with the institution.

Summer, 1965: Continue review of literature and refine questionnaire.

Fall, 1965: Administer questionnaire to inmate population or sample and begin analysis.

Winter, 1966: Complete analysis, study existing social work agencies, and begin report.

Spring, 1966: Complete report.

The eight members of the group selected the committees on which they wished to serve. Early committees formed were: Bibliography, Leadership, and Editorial and Writing. All members were to participate in the review of the literature.

The literature to be reviewed was divided into six major areas. Each member volunteered or was assigned to cover certain material: Psychology Abstracts, Journals of Criminology, Sociology Journals, Social Work Journals, Abstracts of Theses, and text books on Criminology, Sociology and Penology. Each member was also to be alert for information pertinent to the subject when reading in areas of personal interest, such as periodicals, law journals, monographs, and material issued by religious organizations. The review of the literature was limited to writings of the prior five years except for historical background and pertinent references which were traced to the source.

Committees were formed, with three members designated as a leadership group responsible for liaison and coordination. Three members volunteered for the Bibliography Committee and took the responsibility for maintaining the bibliography file. One person was selected to maintain written records and handle correspondence. Three members volunteered to serve on the Editorial and Writing Committee.

Committee membership was mainly on a volunteer basis and was subject to revision. With the exception of the Treasurer and Secretary roles, each member participated in all areas of the project to some degree. Thus, each individual had some experience in reviewing the literature, formulating the problem, constructing the questionnaire, interviewing and administering the questionnaire, tabulating data, statistical analysis, and preparing the report.

All members of the group submitted questions for consideration of inclusion in the questionnaire. A vote was taken on each question by the group. A question receiving a vote of six to eight remained. Those which scored three to five votes were discussed and revoted on, and those receiving votes of one or two were discarded.

Summer meetings were held for further discussion of the project. There was some need to test the realism of the questionnaire items by mid-summer. Some of the group also lacked interviewing experience with jail inmates.

Informal interviews were held with four inmates of a jail in an adjoining county. Among the topics explored were their present situations, realistic and unrealistic items to include on the questionnaire, inmate attitudes, best approaches, and types of needs.

Delimiting the Problem

Following the meeting with prisoners and a critique of the first draft, the questionnaire was revised.

It was agreed that the questions should include five major areas of human needs in our society. Those five areas were seen as:

1. physical needs -- including food, clothing, shelter, and medical care;
2. social needs -- including interpersonal ties, group membership, religious, and recreational needs;
3. psychological needs -- including the individual's self-concept, attitudes towards accepting help, desire for change, and his present level of achievement versus level of aspiration;
4. educational needs -- including academic, vocational, or remedial schooling;
5. financial needs -- including post-release funds, debts, and employment.

The emphasis was on those needs which might be met by social work agencies and community institutions.

Considerable thought was given to the language used in the questionnaire as some of the inmates would have limited comprehension of abstract terms. Compound and

complex sentences were avoided. There was an attempt to avoid the use of emotional language or words that could have negative connotations; that is, words that might disrupt the interview before the final stage, bias response, or influence other inmates against cooperating. Quantitative answers were felt desirable wherever possible and most questions were formulated with a categorized response. Discussion was held on scaling of answers and the decision was in favor of a 100 point scale. That is, the inmates were asked to assign a numerical weight, ranging from 0 to 100, which would indicate the extensity or intensity of his answer to that particular question. Responses in numerical terms provided the data necessary for statistical purposes and the 100 point scale allowed for finer discrimination than, for instance, a five point scale.

Face sheet information on each inmate was available at M.C.C.I. There was considerable discussion around the use of this information. There was a question of interviewer bias if such information were available prior to the interviews. It was felt by some that face sheet information could be used to provide clues for establishing initial rapport, to check on reliability of interviewee information and to guide interviewing technique. It was decided that face sheet information would be secured after the interview so the problem of bias through foreknowledge

would be avoided while retaining a check on inmate reliability.

Hypotheses

The aims of the project were approached through the use of null hypotheses in the two major areas of (a) unmet needs and (b) interviewer reliability.

The null hypotheses were the research hypotheses inasmuch as similarity of needs was expected among the inmates, and reliability could plausibly be expected in a group of similarly trained interviewers.

This allowed for quantitative estimates of significance of similarities and dissimilarities among the interviewers and with respect to the needs of the men. It furnished a test for the possibility that an interviewer might inject his own deviant interpretations.

Sub-hypotheses were the null hypotheses of no difference among the interviewers and no difference among the men with respect to extensity and intensity. Sub-hypotheses referred to specific questions relating to each area of need; physical, social, psychological, educational and financial.

Because this was an exploratory study, a considerable number of probes produced data for testing additional hypotheses. Analysis of variance and Chi-square tests were employed as indicated. Null hypotheses were rejected, if

significant difference was shown at the .05 level, with appropriate degrees of freedom.

Pre-test Interviews

Following fixing of the major hypotheses and revision of the questionnaire a pre-test was run. The test was given in the recreation room of M.C.C.I. so that all members of the project group could give the test at the same time. This was to reduce inmate bias through pre-knowledge of test items and communication of attitudes.

Six inmates were selected by the prison counsellor for the pre-test. Criterion for selection was that the inmate's release was to be within the week of the pre-test. It was expected that the immediacy of facing post-release problems would facilitate focus on these needs and these pre-release inmates would have been thinking about future plans. After introductions and talking briefly about the study, the questionnaire was administered.

The inmate was told the nature and purpose of the pre-test and study. He was assured of confidentiality and that the individual results would not be available to the administrative personnel of the institution. It was impressed upon the inmate that we were asking his cooperation for factual information and he was asked to refuse to answer a question rather than give false information. He was requested to ask for clarification of any questions

he did not understand and to make suggestions as to changes in words, format, or additional questions.

Some time was spent with each inmate after the questionnaire was administered to answer his questions and to record suggestions. Each question was rechecked with him to assure that an answer had been received or to clarify a particular question or answer. Following the interview the inmate was thanked for his cooperation. He was then requested not to discuss the test in detail with his fellow-inmates. It was explained that, particularly if he should criticize the procedure, he might bias the remaining inmate population and possibly invalidate the final testing and the entire study.

The results of the pre-test were discussed in detail. Recognizing individual differences, the group felt that rapport was readily established and that the inmates talked without undue resistance. The consensus was that inmates seemed pleased to feel they were part of a scientific study and were able to contribute their information. Nothing contrary was observed by institutional personnel.

Several inmates had felt that some questions were duplicated in two or more areas, and these duplications were removed. The group felt that some of the questions were too difficult to answer and they were revised or removed. Some answer categories were changed to better

fit the actual answers received rather than the pre-conceived expected answers. Some inmates had shown confusion as to the point in time reference of some questions, i.e., "What do you like to do in your spare time?" Questions were revised and clarified by qualifying phrases such as "here at M.C.C.I.", or "on the outside", or "usually".

Wording and phrasing of questions were discussed until consensus was reached as to clarity of the particular item. In some questions where it was felt additional clarification might be requested by some inmates, agreement was reached as to what additional information would be given.

It was decided that questions which appeared to be least threatening should come first. The areas of self-concept and post-release needs had been recognized as potentially threatening to the inmate and had been placed toward the end of the questionnaire. In the pre-test situation the research group had divided, with half the inmates being asked those questions regarding education first and the other half being asked those questions regarding marital status and family situation first. Consensus was that either area was acceptable as a starting point as there had been no difference between the quality of the answers to the questionnaire as a whole and the starting place. In its final form the questionnaire began with the family situation.

The major accomplishments of the pre-test were:

1. Known errors in the questionnaire were removed and questions added. Some near-duplications of other questions or of institution records were built into the questionnaire to serve as checks of reliability.
2. The use of the questionnaire was informally validated as a structured, quantitative instrument for eliciting information from the jail inmate.
3. It provided an opportunity for the interviewer to become familiar with the staff, the population, the environment and the interviewing situation.
4. It built confidence in the interviewers, through experience.
5. The necessity was shown of conducting the interviews in private.

Construction of the Questionnaire

A copy of the final form of the questionnaire is included as Appendix A.

When questions were submitted by group members for consideration it was found that questions were formed according to individual areas of interest, frequently influenced by the specific area of literature reviewed. Considerable time was spent in discussing the merits of individual questions before the decision was made to be rigorous in limiting questions to those furnishing

information on needs which could be met by social work agencies or community institutions.

First drafts of the questionnaire included questions regarding affectional ties of childhood, sibling rivalry, favorite school subjects, how they ranked the neighborhood of their youth, military service, feelings about being spanked, and whether they had a favorite teacher. These were discarded as unwarranted considering the focus of the study.

Other questions were discarded following the pre-test, such as, "If you were completely alone, jobless, and penniless, how would you feel?" The consensus was that such a hypothetical question could have a residual negative effect on the inmate even if it were of value in eliciting feeling tone under adverse circumstances.

In its final form inadvertent duplications had been discarded and the questionnaire had been divided into gross categories, such as:

Family situation (including the number of friends and membership in groups);

Employment (including estimated annual income, type of worker, and type of work usually followed);

Social interests (including religious interests, recreational choices, and chosen companions for such recreation);

Self-concept (including how he sees himself as an

individual, how he gets along with others, and how much he thinks others like him);

Incarceration (including what inmate likes and dislikes about present situation);

Post-release needs (including immediate and long-term needs).

"Post-release needs" was seen as the core of the study. Fifteen categories of need were listed and inmates were requested to identify pertinent areas, with answers on a point scale as to the extensivity of this need. These fifteen categories of need had been selected for inclusion on the basis of personal experience, pre-test information, review of the literature and professional training. These needs were: job, money, housing, clothing, family, educational, medical, recreation, religious, legal, fine, garnishee, license, amount of money (owed), and all other. These are primarily concrete needs, with varying specificity.

The general tone of the interview situation, the rapport between inmate and interviewer, and the specific questions, with allowance in "other" for unlisted needs, were positive factors in eliciting the data.

Another dimension inquired as to how important fulfillment of this need (intensity) was to the individual. Subsequent questions in this area were designed to probe inmate awareness of possible reasons for unfulfilled needs and any type of help he might have previously utilized.

Criteria for Selection of Interviewees

There was some question as to the size of the sample of the inmate population to be interviewed. The concern was how to limit the sample in view of the time available while including a sufficient number to allow valid inferences from the statistical analysis of the data gathered.

Although Multnomah County Correctional Institution has the capacity for a population of 125, the average monthly population was about 80, with approximately 20 releases and 20 new inmates per month. On the basis of this information the decision was made to interview the total population present as of November 15, 1965, excluding the following:

- 1 - Men interviewed in the pre-test who might have returned;

- 2 - Men due for release before December 30, 1965. It was thought advisable to have the men available while data were being tabulated should clarification be required on any particular questionnaire;

- 3 - Three inmates who were on "work-release". (By "work-release" was meant gainful employment in the community with return to the institution each night.)

With the above exceptions, the total population as of November 15, 1965, number 60, or ten men per student-interviewer.

An unbiased method of assignment of inmates to interviewers was used. The procedure was for the institution to schedule one man per interviewer-hour available on any particular day. Interviewers drew from the pool of scheduled men with no order. As one interview was completed, the next man was called in.

Those inmates who were to be released the soonest were interviewed first. Consideration was also given to inmate jail work assignment, to avoid conflict with heavy work periods. Interviewing was not done at night. It was felt by both the research group and the jail staff that inmates might be resistant to giving up their free time for such a purpose.

Administration of the Questionnaire

Essentially the same procedure was followed for the testing as had been used for the pre-test, but there was more privacy. On the scheduled interviewing days there were two small offices put at the interviewers' disposal, that of the Psychologist and that of the Chaplain. On days when three interviewers were present, the Chapel section of one wing was used. This was not a completely enclosed area but there was sufficient space between this area and the Library to assure confidentiality of the conversation, if not privacy.

Each man was called to the central area by the

officer of the day. He was met there by the interviewer, who introduced himself, and led the way to the site of the interview. When both interviewer and inmate were seated, the purpose of the study was explained and the confidentiality of the information was emphasized. Although the full name was not requested for the face sheet, often the man's name had been called out when he was summoned to the interview, one reason the concept of confidentiality had to be stressed.

It was further explained that the study might be of value to future prisoners in this or other institutions, but that there was no direct benefit to the respondent. He was asked to cooperate as his contribution to a scientific study which might help others. He was requested to answer to the best of his knowledge and to refuse an answer rather than provide false information which might bias the results.

After establishing some rapport between interviewer and inmate with the non-threatening questions on the face sheet, the questionnaire was administered. When the inmate requested clarification of terms or questioned ambiguity or repetition, an explanation was given, but the structure of the questionnaire was maintained as closely as possible.

When completed, the questionnaire was reviewed to be sure all pertinent questions had been answered. Any inmate questions relative to the questionnaire and the study were answered but discussion of his personal problems

or entering into any counselling relationship was avoided. Each man was assured of the value of his cooperation and thanked for his participation.

Subsequent to the interviews, data were collected from the jail records regarding the age, schooling, length of sentence, and charge, for each informant. Neither psychological data nor a past record were available for every man so such factors were not included as a part of the study.

Interviewing was completed by December 14, 1965. One re-interview was necessary due to the absence of one sheet in a completed questionnaire, not noted at the time of the interviews.

Tabulation of Data

Each interviewer tabulated all answers for his questionnaires, with the exception of those questions requiring open-end response. Key questions were checked independently for accuracy. The subjective weights on the hundred point scale given in quantitative answers (extensity and intensity) were totaled and the arithmetic means were figured.

Face sheet data from the prison records were handled in the same manner, and the items of "Age" and "Place of birth" which appeared on both the prison record and the questionnaire were checked for agreement. Such

agreement was one indication of inmate reliability in this situation.

By the use of this procedure, each interviewer had a tabulated summary of his set of interviews. Sub-total data were thus useful in checking possible differences among interviewers, and computing error.

The interviewer sub-totals were then tabulated on master sheets for total population data. Open-end questions (those where inmate responses were not confined to pre-specified categories) and "other" categories were listed and categorized from the original questionnaires. Then both quantitative and open-end answers were studied and compared for relationships.

Statistical Analysis

As previously stated, it was believed that the number answering and the scoring given to the categories covered in post-release needs were the core of this study. Therefore, the first statistical tests pertained to this particular question, with emphasis on the most frequently indicated, the need for a job.

It was considered that those men who were married might indicate more "needs" than those who were not married. It was also hypothesized that a female interviewer might elicit more responses in the "need" area than the male interviewers, by virtue of the totally masculine environment.

A Chi-square was used to differentiate married-unmarried inmates and assignment to male or female interviewers.

An analysis of variance was used for all answers to this particular section for each interviewer, to indicate within group differences of interviewers.

Other Chi-square tests were employed when indicated.

Specific tests will be reported in the next chapter in conjunction with the respective findings.

CHAPTER VI

FINDINGS: DESCRIPTIVE

The chapter on methodology has described the meetings, division of labor, construction of the questionnaire, pre-test, revision of the questionnaire, administration of the questionnaire, and tabulation of the data.

In this chapter findings will be examined. A summary of all questionnaire responses is supplied as Appendix B for those readers who may be interested in the results which were not analyzed.

The total number of inmates interviewed was sixty. However, one inmate who reported for his scheduled interview refused to participate in answering the questionnaire. He told the interviewer he had not committed the offense for which he had been sentenced. He was serving his time and thought this was all the law required. He "wanted no part of the research study." This was his decision and no coercive techniques were utilized to attempt to change his mind. For this reason, the greatest number of men answering any question is 59. When referring henceforth to the population, it is these 59 respondents to whom reference is made. Some of the demographic data has an N of 60 because this information was obtained from the jail record rather than from the inmate.

Demographic Data

The needs of the population of M.C.C.I. were many, and they were widespread, but before examining these needs, it would be well to examine the population exhibiting them.

Race: Racial and ethnic minority groups were represented in the population but the majority were Caucasian. Race was not one of the variables studied.

Age: The arithmetic mean age of the sixty men under consideration was 29.5 years, with a range from 17 to 62. Thirty-four of the men were age 25 or under; fourteen were from 26 to 40 inclusive; and twelve were in the 41 to 62 age bracket.

Education: Seventeen of the men had from one to nine years of schooling. Thirty-six men had 10 to 12 years; of these, fourteen had either graduated from high school or received the G.E.D. certificate which is the equivalent of a high school diploma. None of the men had completed college although seven had one or two years of college. Vocational or "on the job" training was not elicited. The arithmetic mean years of education was 10.18 years.

Length of Sentence: These sixty men had been sentenced to serve a total of 15,972 days, almost 44 years. The arithmetic mean sentence was 266.2 days, with a range of 30 to 730 days.

This mean requires some interpretation. Two men

were serving consecutive sentences on two charges. In both of these cases, the maximum sentence for one charge was one year, which is in accord with the statement in Chapter I regarding the usual maximum sentence for a misdemeanor. However, as these two inmates were serving a total of 605 and 730 days, respectively, these figures were used in computing the average length of sentence.

The median figure for length of sentence was 205 days. Half the population were serving less than 205 days and half were serving more.

The modal length of sentence (being served by the greatest number of men, i.e., 28) was 180 days. This 180 days' sentence was given for various types of offenses and does not reflect a standard sentence for any particular charge.

Offenses: What are the offenses for which these sixty men have been sentenced to serve almost 44 years of their collective time?

One-third (20) of the offenses involved driving a motor vehicle. Seven men were sentenced for driving with no operator's license; six for driving while their licenses were suspended; seven for "other" driving offenses, including failure to leave name at accident, resisting arrest, and eluding police. One man was serving time for "driving under the influence of alcohol."

One-fourth (15) of the offenses were larceny (4) or

petty larceny (11). The differentiation is one of degree, not of kind. In Oregon one is guilty of petty larceny if the value of the stolen property is less than \$75.00; of larceny if the value of the stolen property is more than \$75.00.

One-sixth (10) of the offenses were drinking or alcoholism.

One-twelfth (5) of the offenses were categorized as NSF checks. This NSF stands for "non-sufficient funds" and means the individual cashed a check or gave one in return for merchandise, etc., having insufficient money or no money in the bank to cover the check when it was presented to the bank for payment.

Of the remaining ten men, two were charged with "receiving and concealing" stolen property; two were charged with "vagrancy"; six were listed under the "other" category, which includes defacing a building, assault and robbery, parole violation, having a concealed weapon, and unlawfully selling registered securities.

Charts 1, 2, 3, and 4 (Appendix C) summarize the data for age, education, length of sentence, and current offense.

Relationship Between Age and Offense: A scattergram was drawn to find potential relationships between age of the offender and the offense for which he was currently charged.

A preponderance of driving offenses were clustered in the 25 and under age group. Only three driving offenses were charged against older men, two of age 38 and one of 41.

Drinking or alcoholic offenses were found for all of the age groups shown in Chart 4. The 18 year old charged with "driving under the influence" could be categorized under either driving or drinking offenses, so this was listed separately to avoid confusion.

The larcenous offenses were also found in all age groups but nine cases clustered in the 25 and under group.

The NSF charges were not found in the younger group. The ages in this charge category ranged from 28 to 45.

Employment and Income Data

According to the U.S. Department of Labor, average annual earnings in 1962 for full time employees (excluding farm labor) were \$5,013. How does the population at M.C.C.I. in 1965 compare with this national average?

Income: Ten of the inmates were unable to estimate their yearly income. These were some of the younger men who had brief employment records or had held only part-time jobs, and lived with their parents. They had never supported themselves.

With the remaining 49 men, income figures were derived from hourly, weekly, or monthly remuneration, projected to an annual estimate, based on the average length of

time employed each year. In a few cases, the men remembered their gross income for the previous year.

The arithmetic mean for the annual income of the 49 men was \$4,472, with a range from \$200 to \$18,000. The lower figure was reported by a man who said he had not earned more than \$200 a year for some time. The \$18,000 was the stated income for a salesman. These extreme figures naturally affect the arithmetic mean. The median of \$4,125 and the mode of \$5,000 (N=7) reflect a more realistic picture of the population.

Chart 5 (Appendix C) summarizes these data for annual income. Also given are charts reflecting on the general type of work performed (chart 6) as well as the line of work (chart 7).

Kind of Worker: This category was an evaluation by the inmate, reflecting his own idea of the degree of skill required. If there appeared to be confusion in differentiating between skilled and semi-skilled, "skilled" was explained as usually implying some technical or vocational training.

Sixteen of the inmates considered themselves skilled workers, (including the \$18,000 a year salesman). Twenty-one men considered themselves to be semi-skilled, and twenty-one were casual laborers. One man said he was a casual laborer but had no trouble in finding employment because he was semi-skilled inasmuch as he had considerable

ability in fixing equipment or making minor automotive repairs.

Line of Work: This category was designed to reflect the stability of employment on a time dimension -- steady, seasonal, and odd-jobs. Steady implies continuity in the same or a similar type of employment; odd-jobs has the connotation of sporadic or periodic employment, moving on as the job is completed; seasonal work includes the harvest or agricultural crews.

A construction worker considered himself to be in the "steady" category although his work was regular but not steady. He did not seek other employment during the rainy season but lived from savings or went into debt. He was one of 34 inmates who considered their work steady. Sixteen men replied "odd-jobs" and eight men replied "seasonal" to this question. One man, a mechanic, took steady work when he could find it but did odd-jobs when necessary. Another inmate considered himself to be primarily a harvest worker (seasonal) but did odd-jobs if someone approached him with a job.

Three sources of difficulty in interpretation arose with respect to these kinds of work. The categories were overlapping, (the men could be in different categories at different times) and some men tended to respond to meanings not intended. These difficulties were anticipated, but other considerations intervened. The use was justified in

that results reflected actualities and were readily interpreted.

Has a Job Waiting: Some post-release needs would not be extensive if a job were waiting for the inmate. Chart 8 categorizes inmate answers into yes, no, or maybe, regarding this situation. Twenty men of the population of 59 expected to return to their former employer and sixteen thought maybe they could get their old job back. Twenty-three had no job prospects and did not know where they could find a job.

Marital and Parental Status of Inmate Population

The marital status and parental status of the inmate population are shown in Chart 9 and 10. The married and divorced categories reflect some overlap, not discovered until the figures were tabulated. Some of the men had been divorced but were currently legally married, and they answered yes to both categories.

Twenty-two inmates had never been married. Twenty-six were, or had been legally married, but only nine of these men were living with their wives. Eighteen men had been divorced. Three men had a "common law" marriage which is not a legal status in Oregon. Fourteen were living apart from their wives.

Twenty-seven of the men were fathers. Twenty-three were fathers to a total of 49 children under the age of 18.

These children ranged in age from 2 weeks to 17 years.

Mean number of children was 2.1.

An attempt was made to ascertain the percentage of inmate income which was going to the support of dependents. Twelve men indicated they were supporting children. There are therefore eleven men who were not supporting their hypothetical twenty-two children, based on mean number of children. Of the twelve men who were supporting their children, the extent of their contribution was not tabulated due to interviewer variance in interpreting this question.

Needs of Inmate Population

In this study of the inmate population an attempt has been made to elicit data on needs of immediate post-release urgency and long-range needs in such areas as employment, health, education, welfare, and family needs. Other data which may be useful for inferential purposes were gathered in the areas of self-concept, social interests, and how inmates react emotionally to present incarceration. These unmet needs, particularly employment, health, education, welfare, and family needs, could in large measure, be met by social work services.

Our major hypothesis states:

Hypothesis I: Inmates of M.C.C.I. have unmet needs—prior to incarceration, during incarceration, and upon

release--which could be met or alleviated by social work, social work agencies, or community institutions.

This hypothesis is supported by inspection. The answers to questions #38 and #41 respectively show a total of 59 men listing 102 post-release needs and 320 long-range needs in both specific and general areas.

The Community Council, Portland, Oregon published a booklet, Where to Turn, which is a directory of health, welfare, and recreation agencies. Problem areas served by agencies include: Aged, Alcoholism, Child Welfare, Employment and Job Training, Family and Personal Problems, Financial Assistance, Handicapped, Housing, Inter-Group Services, Legal Advice, Medical Care, Recreation and Informal Education, and Veterans and Armed Forces.

In large measure these 102 immediate post-release needs and the 320 long-range needs could be met or alleviated by the social work agencies and community institutions listed in the various sections of Where to Turn. However, either through lack of knowledge or subjective feeling about seeking help the inmates do not approach the agencies for help with unmet needs.

Other needs seen by the inmates included a driver's license. There is no agency per se to supply help in this area. Obedience to the law and resocialization appear to be indicated and the fact that prevalence of this need was in the younger men (25 and under group) indicates that

driving offenses diminish with age. Inferential analysis suggests that alleviation of this need could be peripheral to more adequate personal adjustment -- which is a service rendered by existing agencies.

Specifically, what are the needs the inmate sees as unmet? Questions were clarified with the explanation that needs were things that "would help you stay out of trouble with the law. Help you get along better on the outside". This clarification may be seen as an ambiguous interpretation of the definition of need as given in Chapter I but it appeared to be comprehensible to the inmates. However, the concept of help as a need for some individuals in adjusting to both the expectations of, and the opportunities offered by society is basic to the profession of social work and was assumed to be a primary need of this population.

Data on the needs of the inmates were gathered regarding the immediate needs on the day of release and for a few days thereafter and how the men expected to meet these needs. The second dimension, on long-range needs, contained 15 categories, one residual, which the research group considered to reflect areas of need with a future orientation.

The men were asked to consider where they wanted to be, socially and economically, in terms of employment; what they would like to have, in terms of material wealth; what they saw as necessary to enable them to become "solid

citizens" in the future. Then mutual consideration, by inmate and interviewer, elicited means towards the goals of the inmate. Thus, many of the needs listed are concrete necessities, such as medical aid, whereas others are means toward a more favorable goal, such as education.

The men also gave information regarding family needs. Similar explanations were given, that is, what did the men think their family might require to enable members of their family to function more adequately?

Inspection of the answers show the inmates indicated a "lack of something required" in the five major areas of need: physical, social, psychological, educational, and financial. Some are specifically identified as needs by the inmate. Others, however, were found by inference, but not imputation. For example, the alienation by choice of this population from group interaction was inferred from the small number of groups they sought.

Regarding the more specific needs, if an inmate did not indicate a particular category as one of his unmet needs, it was assumed that he was meeting this need to his satisfaction. No attempt was made by the interviewer to indicate what a social worker might see as a need for the individual.

The question regarding immediate post-release needs called for a spontaneous rather than a categorized response. Answers were revealing of the current level of functioning of the individual and served as an excellent point of

departure for probing into long-range needs.

Immediate Post-Release Needs: On the day of release 22 inmates felt they would need a job; 20 would need money; 17 would need clothing; 12 would need lodging; and eight would need transportation. Nineteen men replied that they needed "nothing". Of the eight men needing transportation two men needed a ride to town; one man wanted "the next freight train to Nevada", and one "needed a car" to "get any kind of a job".

Responses to question #39 revealed that there were some resources in the background to meet the above needs. Fourteen had savings, earnings, or, "personal resources", thirteen expected their families to help; eleven hoped to find employment; four were going to a social agency; three had friends who would help; ten had no idea how to meet these needs.

In the summer meeting of the research group with four inmates of the Washington County Jail some time was spent in discussing post-release immediate needs. These four men were emphatic in their endorsement of a suggested "center of operations" where they could, for instance, receive telephone messages from prospective employers. As one inmate said:

"I've got one buck. There's no work money here so that one buck, plus the clothes on my back are all I've got. I don't dare even buy a toothbrush. I'm 22 miles from Portland and I'll walk to there or hitch a ride. I'll pick up a used newspaper to look for jobs.

I can't call many to see if they're still open -- I can't go out to see more than two, even walking back to town. The cops will pick me up for vagrancy before I get a job -- they always do."

This man was alienated from family and friends -- possibly an extreme case. However, two of the others reported being in a similar situation except they could temporarily "bunk in" with friends or relatives "but not for more than a couple of days". Their friends and relatives were having subsistence problems of their own, according to these men. These Washington County inmates were not alone in having this feeling.

As previously stated, the research group avoided personal counselling with the inmates they were interviewing, but the rapport was such that difficulty was frequently experienced in terminating the interview. The men seemed eager to talk in the majority of cases, and the problem most frequently discussed was "What am I going to do the first few days after I get out?" In other words, where do 20 men go for money, 17 for clothing, 12 for lodging, and 8 for transportation? True, the earnings from work in jail are given to the inmate on his release. Based on the modal sentence (180 days) and 25¢ per diem earnings (approximately \$1.25 per week for 26 weeks) inmates could have funds of between \$32.50 and \$39.00 on release. This amount does not last much more than a week, speaking realistically of today's cost-of-living. For the single, homeless man seeking

employment, needing clothes, travelling by public transportation, et cetera, it may be adequate. What about the man with a family, the ill, the unemployable, the alcoholic?

There are also psychological and social implications to consider but they cannot be included here. The question may be raised though as to the degree of self-respect and autonomy any man can feel when he is alone and friendless, with a rapidly dwindling supply of money. If his affectional ties are to an anti-social or asocial group in the community, how well motivated is he to break these ties and form relationships more acceptable to society?

Long Range Needs: The question regarding long-range needs was not predicated on chronic conditions such as need for a job or money. This question was designed to measure what the inmate saw as a need in order to build a better life in the future. Some who answered "job", or "house", following some probing were found to be referring to a better job, or a house rather than a rented apartment. In other words, the fact that these are seen as long-range needs, or goals, for the future, introduces a time dimension which would allow for self-improvement in order to better attain these long-range needs.

During this time lapse -- from seeing a certain need to attaining that need -- is the period when social work services could be utilized. That is, such services could be utilized assuming the individual (1) was aware of

the existence of such agencies; and (2) was motivated to use the services.

Question #41 relates to long-range needs as the inmate saw them. These are shown, ranked according to mean extensity, how much this is wanted or seen as desirable, in Chart 10. Also shown is the mean intensity, the importance of this particular need to the inmate, which is obtained from question #42. The differentiation was difficult for some of the inmates. At the time the questionnaire was drawn up, it was felt by the research group that the logic was sound.

In an attempt toward building theory, the thought behind measurement of these needs on two dimensions (extensity and intensity) was that a higher intensity rating (as compared with extensity for the same need) would be a crude measure of the effort the individual might expend to achieve fulfillment or alleviation of this need.

This could be schematized as a simple ratio:

$$\frac{\text{Intensity}}{\text{Extensity}} = \text{Effort to achieve}$$

It was felt that the greater the answer was beyond 1.0, the greater would be the potential effort.

As anticipated, there were differences between the extensity and the intensity of needs, as seen by the inmates. In some categories the extensity of the need was given a higher weight than the intensity, the importance of this need to the individual. Needs for job, housing, license,

medical care, clothing, money owed, legal services, and garnishment were scored by inmates to this effect. Comments from the inmates regarding their answers indicate that they felt these needs would be at least partially met in some manner. Public welfare, missions or health clinics could be utilized. Need for a license could be met by moving to another state. Garnishment or threatened suit for money owed was dismissed with remarks such as, "You can't get blood out of a turnip".

Six categories, including "other", education, family, fine, recreation, and religion, were found to be weighted lower as to extensity of the need but higher in intensity, or importance to the individual. All intensity and extensity figures for long-range needs are shown in Chart 10. For the above six categories the ratio between extensity and intensity, where intensity was the higher mean, were:

Fine (N=13)	1.14
Recreation (N=16)	1.12
Family (N=14)*	1.09
Other (N=10)	1.08
Education (N=30)	1.07
Religion (N=13)	1.08

* Extensity figure is mean of three sub-categories cited in question 41.

With the exception of the education category, the number of men citing these as needs was small. The ratios between intensity and extensity of need are minor and did not appear to be significant. The low ratio could be due to (1) interviewer variance in scoring, (2) inmate difficulty in

discrimination, or (3) low effort to achieve.

All societal factors being equal, there are undoubtedly other variables which affect the goal-directed behavior of the adjudicated law-breaker upon his release. The amount already possessed of the item the inmate sees as lacking or desirable, the intensity of his desire to attain or possess more of this item, the time it will take to attain this goal in a socially acceptable manner, all are highly important factors in determining future behavior in an individualistic society.

This logic may be schematized by a formula based on a goal-directed theory of socially acceptable behavior. In this case, if behavior is assumed to be related to the amount of tension required to achieve a goal, then the tension is related to the amount of the item possessed; the amount desired; the intensity of the desire; and the time it will take to attain the goal by lawful means.

$E : B$

Where E is tension, B is behavior
and : indicates a measure of
correlation

$$E = \frac{D V_1 T^{-1}}{V_2}$$

D = Intensity of desire

V₁ = Amount desired

T = Time the goal is ahead of
present

V₂ = Amount possessed

The time element bears a negative exponent so theoretically the greater the time span (between the present and achievement of the goal by non-deviant behavior) the greater the possibility that the non-deviant behavior will be abandoned.

The tension (E) may be reduced in three ways: (1) lowering the intensity of desire; (2) adding to the amount possessed; or, (3) lowering the amount seen as desirable. The use of social work services may help the individual in managing the tension by: (1) personal or group counselling toward more realistic thinking about the intensity of desire or the amount desired; (2) supplementing the amount possessed (placing client in contact with agencies who function in this specific area, that is, employment and training services, medical services, etc.); or (3) helping the client set short-term goals towards the desired end, which may be more realistically attained.

On the other hand, if tension cannot be reduced nor goal satisfaction postponed, recidivism is more likely to be the outcome.

These other significant variables were beyond the scope of this study and demand a more reliable instrument than the structured questionnaire interview utilized herein. However, the logic appears to be sound and the more complex formula may have heuristic value for future exploration.

Needs of Greater Extensity: Job, Money Housing:

Chart 11 summarized the data on the long-range needs; mean extensity (column 2) and intensity (column 5), range of extensity (column 3), and number of inmates citing this as a need (column 4).

The inmates felt their greatest need was a job, with

42 of the 59 inmates (71%) stating this was a need. This also received the highest mean extensity (92.8) and intensity (90.8) on the hundred point scale.

Money was cited as a need by 40 of the 59 men (68%). The extensity mean was 88.5 and the intensity mean was 84.7. Some of the inmates said that money was not too important per se, if they had a job. "If you have a job, you can get what you need. If you don't have a job then you need money." Probing elicited further information which indicated that the respondents lived from pay-check to pay-check and they interpreted the need for money to mean savings, compensation, or welfare.

The need for housing was given by 25 of the 59 inmates (44%) with a mean extensity of 86.9 and an intensity mean of 78.6.

Fourth in rank order of extensity was the license category. This was seen as a need by 31 of the 59 inmates (53%). Extensity mean was 81.4 and intensity mean was 77.0.

The residual category received the second highest mean intensity, 87.1, was cited by ten men (17% of the population), and had an extensity mean of 81.0 -- or fifth in rank order of extensity.

Additional comment on these findings will be found in the following chapter.

Needs of Lesser Extensity: Five categories of need received mean extensity ratings of 70.0 to 75.0. Twenty-two

men need medical attention, with a mean extensity of 74.9; 22 men need clothing with a mean extensity of 74.3; 22 men show need regarding the amount of money they owe (excluding current fine, if any) with a mean extensity of 74.1; 30 men need education with a mean extensity of 72.3; and 15 men show need in regard to their families, with an extensity of 70.0.

The five remaining categories of need were cited by the fewest men and with the lowest degrees of extensity. Eleven men indicated need in the legal category with a mean extensity of 69.1; seven men indicated need regarding actual or potential garnishment, with a mean extensity of 65.7; 13 men indicated need regarding a current fine, with a mean extensity of 56.5; 16 men cited need in the recreational category, with a mean extensity of 53.7; 13 men had religious needs with a mean extensity of 51.2.

Self-Concept of Inmates

How do these men feel about themselves? How do they feel about the society they live in -- more specifically, the society of the non-deviant? How do they interact with others outside of the institution? These are important questions in determining psychological needs of inmates. The questions in the Self-Concept area of the questionnaire were an attempt to elicit data for inferential purposes.

Men were asked "What bothers you most about yourself?"

Seven categories were given to be evaluated, including one residual. Self-consciousness, aggressiveness, and lack of self-confidence were traits indicated by 20 inmates and the mean intensities for these traits were 67.1, 65.0, and 65.4 respectively. In the residual category 27 inmates stated irresponsibility (9), impulsive behavior (9), lack of training (2), and low self-concept (4), bothered them to a mean intensity of 79.6. Such items as personal appearance and mental abilities were ranked by three and six men with mean intensities of 43.3 and 54.6 respectively. It is of interest to note that the traits which most bothered the inmates were all in areas which might be changed if the inmate sought help.

Inmates were asked if they had tried to overcome the bothersome trait cited in the preceeding question and if so, how hard they had tried. The highest mean extensity for trying to overcome the trait was 49.4 (self-consciousness), followed by 40.7 (residual category), and 40.6 (physical appearance). The mean extensity figures indicate to the research group that, while the inmates know some of the traits which interfere with more adequate adjustment to life situation they have not tried very hard to overcome these traits.

What methods had been employed in trying to overcome these factors? Thirty-seven inmates had talked to others; 13 had help from a counselor; and six had help from a

teacher. Eight had gone to a social agency in an attempt to alleviate what bothered them most about themselves.

Six categories, one residual, were given to elicit information regarding positive attributes and the extensivity of these good traits. Forty-four of the 59 inmates (75%) considered physical skills as one of their better qualities, with a mean extensivity of 76.2. This was most often a reflection of his work on the job rather than an interest in sports. Thirty men considered their moral qualities to be a positive factor, to a mean extensivity of 70.2. Twenty-nine men cited personality (mean extensivity, 72.4), 28 men said mental abilities (mean extensivity, 71.2), and 27 said leadership (mean extensivity, 59.6).

In reply to a question as to what they thought would need to be strengthened to help them stay out of trouble, 37 answered "better understanding of themselves" and four said vocational or educational training. However, in another question asking what would help most in staying out of trouble, but calling for a spontaneous response, specifics mentioned most often were staying away from alcohol (12) and holding a job (17).

In this same category of self-concept, inmates were asked if they usually got along with people. The mean extensivity of this answer was 76.9 with a range of 25-100 (N = 59). This difference in evaluation of how the inmate "gets along" with others and how well he thinks others like

him (mean extensivity of 70.9, range 10-100) could imply a belief on the part of the inmates that they are making more of an effort to be acceptable to society than society is making to accept them.

Many Inmates Loners

Despite the median age of 24, with the implication of group affiliation and interaction continuing from adolescence, the inmates were found to be quite interested in doing things by themselves. When asked how many close friends or buddies they had the mean number of friends was 3.6. One of the younger inmates stated he had fifty; this raised the mean value. Twenty-five of the inmates stated they had none and all other answers (33) were fifteen or under.

They were also asked what groups they were in including labor unions, bowling teams, or social clubs. The mean was less than one, with a range of 0 - 10. Similar to the answers on close friends, 32 of the inmates answered none.

The inmates seemed to be quite ambiguous about how much of a shock their arrest and incarceration was to those who knew them. Answers ranged from "I haven't let anybody know" to "My old man's been telling me it would happen for years". They indicated little worry about these significant others and did not believe their own arrest and incarceration has caused much trouble.

Extensivity of inmate association with their families had a mean of 61.7 ($N = 59$) which indicates a degree of alienation from the family of origin. Another question which might indicate alienation (How do you get along with your wife, family, friends?) received a mean of 59.4. Comparing this mean with the mean of 76.9 for "getting along with people" reflects some ambiguity on the part of the inmates regarding the depth of relationships with others.

The inmate was asked if he talked with anyone special when he "needed to talk things over". Twenty-eight of the inmates answered in the negative. The 31 who answered in the affirmative were then asked to identify the person. Twenty-one said a member of their nuclear family; twelve said friends; nine said a member of the extended family; three said wife; and four said a professional person.

Parents and relatives were cited as helpful persons by 32 inmates but parents and relatives were cited as least helpful persons by nineteen other inmates.

The inmates showed little interest in group therapy on a non-professional level -- this question received a mean extensivity of 23.7. Group activity of any type was not favored. Many of their choices for spare time activity may be done either individually or with others present but with little interaction occurring (TV, reading and studying, hobbies, spectator sports, etc.). When asked their choice of companion for chosen free-time activities there was

overlap in the answers, as some inmates had given two or three activity items, some of which, such as tennis require a partner. Forty-three like to do their spare-time activities with friends, 36 preferred activities which could be done alone, 13 picked relatives, eight chose their wives and three chose their children, as companions for spare-time activity.

With this apparent tendency toward isolation and alienation, the inmates have specifics they cite as their main worries. In line with the findings on needs, job is highest on the list of worries, receiving an intensity of 89.0 (N = 32). Worry regarding children was next, with an intensity of 86.9 (N = 18), followed by money, 83.7 (N = 22), and other, 82.7 (N = 28). This "other" category included worries about the future, alcoholism, behavior, family, incarceration, license, education, and housing. Twelve men worried about their girl friends (77.6); another twelve worried about their wives (73.7). (It may be pertinent to repeat that only nine men were living with their wives although 26 were legally married.) Parents were a source of worry for 20 men but received a mean intensity of 69.0.

Although 19 assigned the blame for their trouble with the law to such factors as associates, and 24 to their past record; 31 answered that the reason was that they drank too much, and 16 replied that it was their own anti-social behavior.

Thirty-seven of the men felt they had received a fair deal when they were arrested and sentenced. Of the 21 who answered no to this question, all thought the sentence was too heavy and 11 said they were unjustly convicted. There was overlap in the responses with a few respondents thinking they got a fair deal but the sentence was too heavy. No efforts were made to clarify these differences.

Inmate Feelings about M.C.C.I.

In an effort at finding both positive and negative inmate feelings regarding M.C.C.I. two questions calling for a spontaneous answer were in the questionnaire. Things that bothered the inmates received an intensity mean of 60.2. The specifics given most often were later categorized as incarceration, and included "being locked up", "loss of freedom", etc. although many qualified this answer by saying this was better than any other detention facility. Nine men disliked authority in general, nine disliked the other inmates, and eight disliked the lack of rehabilitation.

What they liked about M.C.C.I. received an intensity mean of 86.2 indicating a positive attitude towards the institution. Specifics mentioned most often were the general institution (30); freedom to move around (16); recreation program (16); and food (13).

The visiting privileges received a favorable intensity mean of 88.4, from 51 inmates. Eight inmates were

dissatisfied with the visiting situation, with a mean intensity of 37.5.

Fifty of the men gave a positive intensity mean of 96.9 to the mail privileges; nine men were dissatisfied to an intensity mean of 43.9. Comments from the latter were to the effect that censorship of mail was not in keeping with the honor system of the institution.

The recreation program received an intensity mean of 79.9 in inmate answers which is also a positive response. However, one older inmate said, "Them athaletes (sic) is always thumping around."

Many of the inmates remarked upon the general attitude of the staff and the helpfulness of some individual staff members. One endorsement given was, "You wouldn't even know some of 'em was cops."

Post-Release Plans

Within the limitations of an imperfect questionnaire and a stringent time schedule, the unmet needs of the inmate population of M.C.C.I. have been delineated. The hypothesis that these needs fall within the areas of human need served by social work agencies and community institutions has been supported. The question now arises, where will this population go upon release? With whom will they live? How long can they stay? What communities will they be living in?

Twenty-two men will live alone; 17 with parents;

nine with a wife; eight with a relative; and three with "other".

Whether they will live alone or with someone the population indicated they can stay: indefinitely (46), less than one month (5), less than six months (2), less than one year (1), and don't know (5).

Forty men (68%) will return to live in Multnomah County; nine men (15%) expect to live in Oregon, the majority in Washington or Clackamas Counties; eight (14%) were going out-of-state, at least two because they could obtain a driver's license; and two did not know where they would go, meaning with reference to needs.

To recapitulate, the unmet needs of the inmate population of M.C.C.I. have been dichotomized into post-release needs of immediate urgency, and long-range needs seen as necessary for future functioning in a more adequate manner.

The descriptive findings of this study show that the population of 59 men recognized a variety of interrelated needs, of varied mean intensities and extensities. Responses showed a total of 102 post-release needs and 320 long-range needs.

Two needs indicated by the majority of the respondents were for a job and/or money.

Post-release needs have been ranked by the mean extensity of need. Data on inmate self-concept, affectional ties, and group membership by choice, have been evaluated.

Destination of inmates upon release, as well as potential living facilities have been cited.

CHAPTER VII

FINDINGS: INFERENTIAL

In addition to the core questions regarding extensity and intensity of need, other questions relating to need were posed throughout the questionnaire. Inferences may be drawn by comparing various answers, grouped under the five headings of universal needs.

These five areas of need are:

1. Physical needs: Food, clothing, shelter, medical care.
2. Social Needs: Interpersonal relationships, group affiliation by choice, religious, and recreational.
3. Psychological needs: Self-concept, willingness to accept help, desire for change.
4. Educational needs: Vocational and academic training.
5. Financial needs: Post-release funds, debts, employment.

These areas will be considered separately, with some of the inferences which may be drawn from the data.

Physical Needs

Immediately following their release, 12 men will need lodging and 17 will need clothing. Physical needs for the future include 26 men needing housing, 22 men needing clothing, and 22 men needing medical care.

Food was not mentioned as a need. However, money and job (covered under financial need) were cited as

post-release needs by 20 and 22 inmates respectively.

Possibly food is a primary reason for the need of a job or money; the soup kitchens are available if money or job are not. For these two reasons, food is not seen as a need by the inmate population.

We must also consider the obvious possibility that, should the soup kitchens close down, a minor offense may be committed resulting in incarceration.

When specifically asked how their health was, six answered poor and no one said very poor. Thirteen listed specific health problems. The remaining 53 all said their health was good or very good. However, 22 men cited the need for medical care and it ranked sixth in extensity.

A more reliable agreement appears in the need for housing. Twenty-six men indicated this as a need. When asked in another question with whom they would live upon release, 22 expected to live alone and an additional five indicated they could stay less than one month at their anticipated shared housing.

Social Needs

Interpersonal relationships and group affiliation by choice have been discussed at some length in the chapter on descriptive findings.

Sixteen men responded to the recreational need category, giving this a mean extensity of 53.7 and a mean

intensity of 60.0.

Thirteen men indicated a religious need, giving this a mean extensity of 51.2 and a mean intensity of 55.4. In another question, 14 men knew a priest or minister to whom they could turn. The 59 inmates gave a mean intensity of 36.1 to the question: How helpful do you think the church could be?

It was assumed that social interaction was a basic human need but the inmate population does not indicate that they have major unmet social needs. However, the minor number of friends, of group affiliation by choice, and of unmet needs shown in this area may be due to several possibilities:

1. This may not be a basic human need.
2. Limitations of the questionnaire in delineating their social interaction. These needs may be met in a deviant manner which was not disclosed.
3. This may be denial of need as a defense of self.

Psychological Needs

Self-concept has been discussed at length in descriptive findings.

As positive qualities, 44 of the inmates thought they were good at physical skills, 30 thought their moral qualities were good, 29 men cited personality, 28 said mental abilities and 27 said leadership.

When listing problems that bothered them most about

themselves, 20 inmates each cited self-consciousness, aggressiveness, and lack of self-confidence. Nine each stated they were bothered by irresponsibility or impulsive behavior.

Thirty-seven said a better understanding of themselves would help them stay out of trouble and other factors mentioned were staying away from alcohol, and holding a job.

These problem areas are dealt with by social work agencies whose function it is to aid individuals with "a personal or family problem." Agencies listed in Where to Turn are categorized under the area of need which they serve.

The inmate was asked if he knew of an agency that could help with his particular type of problem. Seventeen replied in the affirmative; 42 did not know of any such agency. However, 35 indicated they had received agency help in the past. This discrepancy may be interpreted in two ways; (1) previous agency contact was not seen as helpful or relevant to the current particular need; and/or (2) no agency was known to help inmates whose need related to such an area as a driver's license.

When asked "If you knew of such an agency would you try it?" replies were: Twelve, yes; six, maybe; and 41, no. On the basis of these replies the conclusion reached is that 70% of the men would not use an agency for the current

problem if they knew of one.

A list of places to turn to for help would not be utilized to a great extent. Inmate ideas as to what type of list might be helpful to them included sixteen suggestions for social agency referral (AA, Mental Health, Family Centers, YMCA, Halfway House), and individual counselling; eleven for employment information; and five for legal, financial, or pre-release information.

If outside speakers come to the institution, topics the inmates would like to hear about included: job and employment (29); counselling (21); and general non-personal topics (11). However, eleven men were not interested enough to suggest a topic and the mean response to the question on having outside speakers was 51.3 for the population as a whole.

These men see some of their dysfunctional attributes but the desire for change is questionable. Motivation to accept or to seek help appears to be low, although psychological needs are shown by the data. Mean figures may obscure willingness to accept help because of the age range of the population.

Therefore several scattergrams were drawn to find potential patterns of distribution. Some of the results have been mentioned previously, such as the age and charge distribution.

The modal, 180 day sentence was received by men in

all of the three age categories of Chart 1. (Appendix)
It is of interest to note that this sentence was also received in all of the offense categories listed in Chart 4.

As has been previously noted, the driving offenses cluster around the under-25 age quadrant. A scattergram for age and the question "How much does being in trouble with the law bother you?" reveals a cluster of the under-25 aged inmates in the highly-weighted intensity quadrant (75 - 100). A Chi-square employing the median age (24) and the median score (75) as axes gave the following results:

$$x^2 = 6.24 \quad d.f. = 1 \quad .01 < p < .02$$

There is, therefore, a significant difference at the .02 level between those above and those below the median age who are bothered more than 75 on a hundred point scale by "being in trouble with the law". These younger men are bothered more by trouble with the law than are the older men.

A scattergram was drawn for age and the question "If you knew of an agency which could help with your particular type of problem would you use it?" This question called for a yes, no, or maybe answer. A cluster in the no/under 25 quadrant suggested further testing. The relationship between the "no" answers, and below median age group gave the following result in a Chi-square:

$$x^2 = 13.08 \quad d.f. = 1 \quad p < .001$$

There is a significant difference at the .001 level, which raises the question of how one can effectively work with this age group (under 25), many of whom are in jail for driving offenses. The assumption of a high intensity of "bother" in any particular instance as indicative of potential effort to change is not necessarily disproved, but the under-25 age inmates do not see a social work agency as the vehicle for such potential change.

Educational Needs

Education was seen as a need by 30 inmates with an extensity of 72.3 and an intensity of 77.2. Fifty men indicated elsewhere in the questionnaire that additional education or training would help him (mean extensity 74.1). Education may be seen as helpful, particularly in view of current emphasis on education, without being seen as a need by the individual. Older inmates and those with less than an eighth grade education were realistic in saying they could not make it in schools today, or it would require too much time needed for work. Therefore it cannot be assumed that increased motivation would enable this additional 20 men to see additional education as a need. However, to augment their economic functioning they might be accepting of practical on the job training of short duration.

Financial Needs

The immediate necessity of money upon release has been discussed in the previous chapter, as has the need for a job as a long-range need of the highest order. Another question regarding future plans asked if the inmate had a job to go to. Twenty of the men answered yes; 23 said no; and 16 said maybe. Even though only 23 were definitely without a job to go to, 42 of the 59 respondents (71%) said that job was a need. Some interpreted this question to mean need for a better job than the one to which they were returning. However, 31 inmates indicated they had trouble in the past either in getting or holding a job so this could be a recurrent need.

Almost half (28) of the men replied that they had trouble with money in the past, indicating that this may be a constant or a recurrent need. However, in the subcategory of debts, consideration should be given to inmate attitudes regarding specifics such as fine, garnishment, and amount of money owed. These three items were within the lower half of unmet needs in extensity and intensity.

The evidence of these answers is that the men saw the need for a job and money as being highest on the list of unmet needs but the obligation to settle financial obligations was low.

Statistical Analysis of Job Needs

Inasmuch as employment and money appear as constant or recurrent needs in the inmate population, the need for a job was analyzed in considerable depth. Statistical analysis was also required to validate the findings which have been described herein.

The research hypothesis suggested that there would be no difference between interviewers in the research group and that they would not attribute to the men projections from their own middle class, or other biases.

Training sessions, pretests and an objective schedule were aids towards objectivity. In addition, analysis of variance and supporting tests were used to test the null hypothesis of no differences among interviewers and/or inmates.

Since this question was a key one, it was chosen for detailed study. An F of inmate and interviewer variances showed no significant difference.

$$F = 1.28 (36,5) \quad p > .05$$

The probability of different means and different variability is rejected by this and other tests. The probability of the same means and variabilities is highly likely, with considerable of the variability due to chance, most due to actual variation among the inmates, and least due to interviewer differences, as will be seen below. By inspection

and the above observations it seemed clearly improbable that there were different means and the same variability.

The residual variance was large (2,852.25). $\sqrt{\text{Re-}}$ residual variance represents the difference between the total sum of squares (10,005.6) and the sum of between-interview squares, plus within-group squares (7,153.35).⁷ This is considerable unexplained variance and an attempt was made to account for it. By inspection, there appeared to be considerable variation in the range of scores and in the interviewers' recording high intensity scores for this question. In order for the reader to follow the reasoning more closely, answers to question 41a appear in Chart 12.

The total mean weight of 92.8 on a hundred point scale, with a total standard deviation of 15.6 and a range of 20 to 100, indicate that this is not a normal distribution but is heavily skewed to the left.

The standard deviations for individual interviewers show a wide spread, but only one is more than two standard deviations from the mean, and another is between one and two standard deviations from the mean. Inasmuch as these were the two men in the research group, it was felt that inmates might not have been as open and free with responses to them as to the women interviewers. It was also believed possible that men interviewers might have, by chance, interviewed fewer married men. The assumption behind this was

that married men, even if divorced or separated, would feel greater need for a job because of family responsibilities.

To test this possibility, a Chi-square test was done on the number of responses received from married versus never-married men, as given to men versus women interviewers.

The result of this test was:

$$x^2 = 0.007 \quad d.f. = 1 \quad p > .95$$

This is not a significant difference and supports a null hypothesis that there is no difference between the distribution of married/never married inmates to men/women interviewers.

The number of responses per interviewer was examined. It was noted that two of the three interviewers who listed seven or more inmates with a need for a job weighted these as a total need, or 100. The question arose as to whether those interviewers finding more job need in their samples were interpreting this need differently from those not encountering this need so frequently.

At this point it should be stated that many inmates had difficulty in giving their answers a numerical weight on a hundred point scale. It was necessary both to lead and interpret answers for these men although no figure was recorded without their verification.

A Chi-square to test differences in the weight given ("100" or "under 100") and the number of responses received

("under 7" or "7 or more") gave the following result:

$$\chi^2 = 5.49 \quad \text{d.f.} = 1 \quad .01 < p < .02$$

A null hypotheses that there is no difference between the weight given a reply and those interviewers obtaining seven or more responses, as contrasted with those interviewers obtaining less than seven replies, was not supported. There was a significant difference among the observers associated with estimations of the seriousness of this problem.

This significant difference was obscured in the analysis of variance because the variances were unequally distributed. We must, therefore, assume that the residual variance was due in part to differences among interviewers in their estimation of seriousness and in part to unknown factors. The interviewers were asked how they interpreted the inmates' responses. No inconsistency in logic, nor in reasonable assumptions or criterion could be found. Differences could plausibly be attributed to differences among the inmates and not to the interviewer bias.

The possibility of inmate irresponsibility could not be overlooked. For instance, question #13 asks if the inmate has a job to go to on his release. Interviewer 2 had replies of eight no, and two maybe, so the nine answers (on 41a) weighted at 100 appear valid. Interviewer 4, had five men answer yes, three maybe, and two no, so the nine answers weighted at 100 appear unrealistic. Interviewer 6 had nine men reply no to question #13, yet only four answers

ranging from 50 to 90 weight. As noted above, these last two inconsistencies may be due to inmate irresponsibility, to interviewer differences, or to difficulties in discrimination. It is undoubtedly easier to decide between yes and no than it is to make the finer discrimination from a range of 0 to 100.

Summary

The mean weighted values and the range of unmet post-release and long-range needs of the inmate population of M.C.C.I. are given in full in Appendix B, in addition to a summary of answers to the complete questionnaire. This complete data is included for the reader who may be interested in answers not analyzed or compared in this chapter.

Many more questions were asked than have been commented on or analyzed. Time limitations necessitated confining attention to those questions deemed most pertinent. Some of the questions were asked in the search for rapport with the individual and though not pertinent to the focus of this study may be of interest to others.

The major hypothesis of inmates having unmet needs was supported by inspection.

The major hypothesis of no difference among interviewers or inmates reporting the needs was supported by analysis of variance. The sub-hypothesis of no difference

among interviewers in recording intensity of need was not supported by Chi-square.

The fact that only answers to the need for a job were covered in the statistical analysis for validity of the study may be a limitation. This may not be true of other findings but there do not appear to be significant differences from other needs, which were cited by fewer respondents.

CHAPTER VIII

EVALUATION AND IMPLICATIONS

The major hypothesis states that jail inmates, during incarceration and upon release from the institution of confinement, have unmet needs which could be satisfied through adequate social work services.

Conduct of the project involved six graduate students who interviewed 59 inmates at M.C.C.I. by use of an administered questionnaire which consisted of 73 scheduled and open-ended questions.

This chapter will discuss the values and limitations of the study, possible relationships between the findings and the literature and implications as they relate to the practice of social work.

Critique of the Questionnaire

General reactions to the questionnaire as a tool in the hands of the interviewers showed that certain modifications were indicated. The ambiguity of some questions was puzzling to the inmates. Some questions were complicated and unwieldy; others were somewhat threatening and tended to put the men on the defensive. Everyday matters pertaining to job, education and the like should have come first in the series of questions.

Certain questions were so compact as to be overloaded, while others, minute and detailed, could have been combined

more economically. There were several near-synonymous questions, the wording of which did not differ significantly from others. However, these were useful as a crude test of reliability. In some, phrasing and sentence structure were faulty and contributed to the confusion of those interviewed.

Scaling. In reviewing administration of the questionnaire, it was found that the requirement that a value on a hundred-point scale be assigned to answers was a difficult expectation and resulted in somewhat arbitrary response in some instances. In general, the instrument was seen as highly time-consuming because of the need for frequent explanations before the men could comprehend the meanings of some questions.

Pre-test. The questionnaire in general was difficult in portions because of the arbitrary function of assigning answers on a hundred-point scale. Due to time limits, only one pretest was done and after that initial testing, considerable alteration and adjustment was effected on the questionnaire. More pretests would have been helpful, particularly if there had been sufficient time allotted to afford ample discussion and analysis of meanings. This kind of prior knowledge and facility in handling the tool would have maximized the efficiency of the questionnaire. Added training of those administering the questionnaire before the pre-test could have been intensified and

followed up by discussion and suggestions. It was felt by some that elicitation of responses would have been more easily achieved if several pre-test interviews had been conducted. There were only two training sessions.

A number of offenses involved alcoholics. In the main there was consensus that experience proves that alcoholics are not generally disposed to voice special needs so long as board and room are currently adequate. Indigenous in the alcoholic syndrome is the dependent position which is enjoyed even in M.C.C.I. Therefore, this fact could have introduced a disavowal in their felt needs or increased their dependency on the institution for need-satisfaction.

Researcher's Evaluation. Each member of the research project was asked to make a critique of the questionnaire after completion of all interviewing. A summary of these responses was revealing. It was surprising that among six interviewers there was relative consensus regarding the usefulness of the total 73 questions, with only minor variations and differences of opinion regarding some of these questions. Eight questions were seriously criticized by all researchers.

Question 4 -- How close are your family connections?

Interviewers found this question to be ambiguous and vague. The question was intended to get at the closeness of relationship between the man and his immediate or

nuclear family. The inmate found this difficult to answer because he was often close to his children but resented his wife, and vice versa, or close to his mother but resistant to his father. How should the question be asked? "How would you describe the relationship which existed between you and other members of the family?", with answers itemized.

Question 7 -- How much of a shock was all this to those who know you?

This question was regarded as too general. The word "shock" and the phrase, "to those who know you" elicited many questions from the men and required much explanation from the interviewers. A better construction would read: "How do you think your family and friends feel about your being here?"

Question 25 -- Who is least helpful to you?

Implicit in this question is a negative response and consequently it appeared threatening to the men. They appeared to be defensive and found difficulty in answering. We also questioned the usefulness of this question to the study. Because the results were so widely diversified, there was no analysis of the findings.

Question 26 -- How easy has it been to get the help you or your family needs?

This question showed some inconsistency in recording. The other scales in the questionnaire ran from "easy" to "difficult", but this one ranged from "difficult" to "easy".

In addition to being awkward in structure, this question was repetitious, too complex, and not limited to any specific period of the man's life. The general response from the men to this question was that they were not quite sure what was being asked.

Question 53 -- What do you need to put this plan through?

When seen in context with the two questions immediately preceding it, this question has a faulty referent. The question was posed in an effort to get at the particular program or tangible help that would facilitate the response in the previous question, "What plans do you have?" If there were a negative reply in Question 51, (Do you often think additional education or training would help you? a. How much?) then, Question 52, (What plans do you have?) and 53 (above) would not be applicable. Possibly, these three questions should have been combined.

Question 60 -- In what areas does it bother you?

In administering this question the interviewer had to explain the relationship between it and the previous question. It was necessary to explain the word "areas" as relating to the particular ways in which being in trouble with the law affected them. For example: "Would it affect your family relationship?", or, "Would it affect your employment opportunities?".

Question 67 -- What do you think you are good at?

There was unanimous agreement that this question

combined acquired skills with character traits and moral attributes, thus confusing two issues. It was somewhat awkward and unwieldy and could have been more productive were it asked differently. Furthermore, the areas in which the men were required to indicate their skills and proficiencies were in some instances beyond their intellectual grasp as considerable explanation was required. However, this question also placed the men in an ego-strengthening position and afforded them some pride in being able to say, "I am good at..."

Question 69 -- What do you think needs to be strengthened so you'll get along better outside of here?

This question very nearly duplicated parts of Question 61, and therefore could have been combined. However, it was found that answers to Question 69 usually referred to areas of self-concept whereas referents in Question 61 embraced self-concept and social or community resources.

Question 71 -- Would you word some of these questions differently?

Question 72 -- Would you use other types of questions?
a. Suggestions not covered?

Question 73 -- Do you have any other questions or suggestions about this study?

These questions were designed to provide the inmates with an opportunity to voice their general reactions and contribute to the questionnaire and the interviewing process in general. Approximately 80 per cent of the men did not

have any criticism or suggestions. They felt that the questionnaire "covered everything", or "was pretty good", or "I couldn't do better", or "No, I don't have anything to add." Most of the remaining 20 per cent of the men used this time to ventilate feelings about something which was not pertinent to the questions asked. The responses of the remaining men are recorded below:

"Some words are too big and difficult to understand."

"Study is fine, but I need something to help me right now."

The questions are all different but they are too much alike."

The information gained from this section was not significant in terms of usefulness to this study. However, the inclusion of these questions was seen as appropriate because they did give the men opportunity to express their feelings.

Relationship to the Literature

There are recognized relationships between the literature and the findings as they concern needs. R. G. Andry stated that the need for satisfaction and reward through meaningful work is to be met by vocational training and guidance; the need for mutually effective and gratifying inter-personal relationships is to be handled with the experience of working with other people (teamwork, group

work); the need to recognize and develop a sense of responsibility is to be handled through payment of fines coupled with the jail sentence; and the need for pleasure is to be accomplished through leisure time activity and occupational therapy. These needs were advanced in a study of paroled short-term offenders in England and correlated with those specified as the five major areas of this study in Chapter V.

Joseph R. Silver advised that the obvious problems of inmates fall into the category of "concrete needs", a term that seems more appropriate, descriptively, than "physical" needs as used in the project formulation.

Elmer W. Olsen differentiated between needs as recognized by the staff of the institution and the parolees; the latter being designated as "elemental felt needs", which correspond readily with those mentioned in this study.

This study was concerned with unmet needs which might be alleviated, at least to a degree, by referral to social work agencies and community institutions. Treger, using need as a basic premise, discussed the problems facing the social work field in its efforts to work with offenders. Studt, in her writings, used social work principles to formulate a structure of professionalism geared toward correctional services. She outlined needed skills and knowledge required for other divisions of social service. Although the literature review revealed some

negative feelings toward use of this discipline in relation to treatment and rehabilitation, there also was recognition that the field of social work already was involved in areas of corrections and could become an effective resource for use by correctional institutions, particularly at the time of release and/or parole of the inmate. Carle F. O'Neil supported this idea.

Projections from the Literature. Review of the literature showed a dearth of information pertinent to community resources directly related to corrections and the short-term offender. However, it is possible to make a rough projection showing the feasibility of greater involvement and communication by local public and private agencies.

If a typology or similar classification scheme could be developed around the concept of inmate need, then with some training, referrals could be made by workers in the correctional agencies to appropriate public and private agencies for follow-up care at time of release, particularly where social work service might make the difference between a pattern of recidivism or a readjustment to social norms.

Public Agencies. The Public Welfare Department in Oregon, upon official request, writes a social history on the family backgrounds of inmates for state correctional institutions. Caseworkers frequently have the families of inmates in their caseloads during the period of incarceration.

Sometimes the released prisoner, if there is physical or emotional incapacity, is eligible for public assistance.

In counties less complex than Multnomah, there is frequent contact by jail officials and the office of the district attorney on case situations. Multnomah County has been assigned a special branch of the State Attorney General's Office known as Welfare Recovery Division (WRD). This office manages legal matters of the County Welfare Department in its relationship with clients and is the coordinating agency between the Welfare Department and jail official.

The Social Security Act of 1962, encouraged public welfare agencies to broaden the scope and quality of services to clients. The emphasis of this act was on the meeting of needs through intensive service caseloads which are small enough to enable the worker to give adequate counselling, planning and service. In addition, public welfare was involved in work-training and educational programs through cooperative planning with the employment service and other programs of this nature. Thus, it is geared to handle the concrete need of employment and training.

The California Department of Public Welfare has demonstrated keen interest in resolving the problems of inter-agency involvement in cases where the parents of children supported by Aid to Families with Dependent

Children are in State correctional institutions. This department has supported a number of pilot projects culminating in an inter-departmental guide setting forth state policy and procedure for the sharing of information among county welfare departments, state correctional institutions, and state parole and probation offices.

Review of community social service resources with an idea of identifying and broadening existing programs to include specialized services for released short-term prisoners, as stated in the initial planning of the project, was not feasible in this study. A depth research would have been required which could specifically study institutions and agencies to determine what aspects of planning they could provide with their service. Two studies pertinent to services provided by social agencies were reviewed in Chapter IV -- the Report of the Priorities Committee of the Portland Community Council, and Recommendations made to the State Board of Control by the Oregon Council on Crime and Delinquency. Pertinent sections of the former study will be discussed in Chapter IX.

Implications Warranted from Data

Findings of this study indicate that inmates have needs which could be met by existing social work agencies. The needs, which span a wide area of personal and social well-being, seem to cluster around those needs designated

as economic, namely job and money.

However, it appears that the inmate, upon release, would be unlikely to make voluntary contact with social agencies that could directly or indirectly provide for his needs. This conclusion appears warranted by virtue of their responses to question 48:

Do you know of an agency which could help you with your type of problem?

a. Will you use it when you get out?

Forty-two men did not know of such an agency; forty-one men would not use it, even if they knew of its existence.

The men seemed to be responsive to receiving information if they did not have to take the initiative. On the hundred point scale, interest of the total inmate population in having speakers from the outside was 51.3. Areas of interest included jobs and employment, 29 men; counselling, 21 men; and general topics, 11 men.

The conclusion drawn from the above paragraph would indicate the strong possibility that a professional worker (social worker) at M.C.C.I. could be functional with rehabilitation of the inmate population. By his professional relationship and service to the inmate, the worker might serve not only as a motivating influence, but also as a bridge between the inmate and the community agencies providing for those needs.

The age group embracing inmates twenty-five years

of age and under accounted for the major portion of the driving and larceny offenses. This age group also showed the highest degree of concern for being in trouble with the law and the least motivation for seeking help.

Hence, such a combination of factors would indicate that prior counselling could be of value both to the inmate and the general community which shoulders the burden of financial responsibility for incarcerated men. Samuel Mencher discussed the place of early intervention. He stated, "A social service is most effective and least costly when the problem it is designed to meet...is dealt with as quickly as possible after it arises." *[p. 77]*

Economic Needs. The immediate needs at release of the average inmate at M.C.C.I. were not as pressing as his future needs. The reason was that the inmate's earnings, 25 cents per day, were deposited in his account until the day of his release. With a sentence of 180 days as the mode, and an average work week of five days, the average inmate leaves M.C.C.I. with \$32.50. However, if an inmate had to provide for his basic needs such as street clothes, transportation, room and board, in a very short time his finances would be depleted. Such minimal funds indicate the urgency for early job procurement. Counselling to stimulate effort, to extend support and encouragement during this period (post-release and job finding) would be a positive help. This picture is a reflection of the general condition

throughout the country, but in Multnomah County conditions are a little above average.

In answering the question, "how much money do prisoners get on release?", Lois Wille studied four types of economic assistance systems. These systems were cash gratuities or "gate money", earnings while in prison, loans given by the state to released prisoners, and loan funds from private agencies. The gate money most commonly paid to released prisoners ranged from a high of \$50 to nothing. The low rate of pay (sometimes as low as 4 cents a day) limits the amount of money a prisoner can earn during his incarceration. (1)

Increased economic assistance to released prisoners-- whether in the form of unemployment benefits, loans, increased opportunity to earn while in prison or superior job training -- does not mean that counselling will become unnecessary.

To facilitate post-release difficulties, pre-release arrangements are recommended. Possibly, the men could be given time out of the institution, prior to release, to actively seek employment and make arrangements for adequate housing. A social worker or other professional personnel familiar with the community and environmental resources could be of invaluable assistance during this phase.

Another possibility that could ameliorate post-release difficulties is that of establishing an information bureau

or job placement office at M.C.C.I. The administration of this center could be included in the portfolio of the jail counsellor or social worker. Some weeks prior to his release, an inmate would indicate to the counsellor the time of his release, the type of occupation desired and other pertinent information relative to job placement. The worker, who would be in daily contact with the Employment Bureau and other agencies engaged in job placement, could have a position for the inmate immediately upon release or could offer him some definite leads. In addition to job placement, this worker could offer counselling and suggestions on all that is involved in finding a job.

Social Needs. The establishment of a down-town center would appear helpful. This could be a type of a half-way house where men could receive telephone messages regarding potential employment, have a cup of coffee, and talk with other men in quiet surroundings. In establishing such a center, careful consideration should be given to the name. A name that constantly reminds the community of ex-prisoners within their midst could reinforce the existing negative public attitude toward the man with a "record".

Efforts should be made also to diversify the population by encouraging men who have not been incarcerated to participate in its social program. This would tend to reduce the propensity of the public to label the men who

visit as ex-inmates. Constant evaluation would be needed to guard against deterioration into soup lines and flop houses.

Summary

Chapter VIII discussed the values and limitations, relationships between the findings and the literature, and implications drawn from the data. In general, the questionnaire was seen as a useful research tool for gathering data. However, several modifications were recommended for its improvement. The over-all response of the prisoners to the questionnaire was favorable.

The work of Andry, Silver, and Olson had particular significance for this study. Projection from the literature indicated that public and voluntary agencies can and should become more involved with treatment of the released misdemeanor offender.

Implications favored the use of social workers within the institution itself, the establishment of a job-placement office, and the creation of a down-town social center.

NOTE TO CHAPTER VIII

1. Wille, Lois, "Money Against Crime", Federal Probation, Vol. XXVI, No. 4, Dec. 1962, pp. 34-38.

CHAPTER IX

SUMMARY AND SUGGESTIONS FOR FUTURE STUDIES

In this concluding chapter, a summary of the study will be given along with suggestions for future studies.

This research project was undertaken as a descriptive and exploratory study. The primary goal was to determine the kinds, frequency, and intensity of needs confronting various types of prisoners upon their release from the correctional institution. The population consisted of 60 inmates of the Multnomah County Correctional Institution. An open-ended questionnaire of 73 questions was administered on an individual basis emphasizing needs in economic, social, personal, and family areas. The verbal responses of the men, which were recorded by the interviewer, provided the data for the study. Validity or reliability of responses was not questioned. Confidential face sheet information from the files, however, did support some of the responses of the men. Statistical analyses were made whenever possible to determine correlation between sets of information.

The results showed that there was a significant percentage of men who had post-release needs, especially in the area of economic security -- job and money.

Some of the inmates indicated various ways of meeting their needs, but a small percentage of men in the sample had no ways or ideas by which these needs would be met.

Although a comprehensive study of agencies was not undertaken, a limited investigation of social agencies pointed to a minimum of agencies offering post-release services for misdemeanor offenders. The services were inadequate to meet the wide range of needs. This fact was also indicated from the Report of the Priorities Committee, which was mentioned earlier in this study. By observation, there were no significant variations between extensivity and intensity of needs as cited by the older and younger members of the population. However, there was a significant difference in their attitude toward the acceptance and use of help. Young inmates typically reported that they would not avail themselves of the services of social agencies even if the services were provided.

The profession of social work has defined the field of corrections as an appropriate setting for the practice of social work. The profession has a body of knowledge including skills, understanding, and techniques necessary in the therapeutic milieu of the offender. These professional skills and techniques must be employed in several areas, namely, administration, inter-agency relationship, individual, group and community. The generic aspects of social work recognize the needs of the offender in the institutional setting as well as in the community.

Recommendations for Future Research and Action

In conducting a study of this nature, numerous questions, ideas and speculations arise. In addition to its own conclusions, this, as other studies, has opened up new areas of investigation. Some of these new areas warrant closer scrutiny by future researchers.

One of the findings indicated that between 68% and 83% of the inmates will continue to reside in Multnomah County and the surrounding area upon their release from M.C.C.I. The sum of their unmet needs will go with them from the institution into the City of Portland and its environs. This being so, there is an indicated need not only for reassessing the social agencies which could provide services and practical help, but also there is a need to make these services easily accessible to the men.

A suggested project would involve a depth study of the existing social agencies in the greater Portland area (both those now providing services to inmates and those that are not) to determine to what extent they are equipped and willing to respond to the needs of released prisoners. Such a study would be similar to the 1962 Report of the Priorities Committee, but the emphasis would be specifically geared toward the needs of prisoners.

Report of the Priorities Committee. In 1962, the Portland Community Council made a formal study of the

Tri-County (Multnomah, Clackamas and Washington) Community Services in relation to the community needs. The results of this study was published under the caption, Report of the Priorities Committee, Portland, Oregon, 1962. Fifty-four fields of services were identified, defined and classified.

Each service was analyzed in terms of three inter-related, yet separate, criteria:

- 1) Considerations of desirability, importance, and effectiveness.
- 2) The degree of unmet community needs.
- 3) Considerations of financing. (1)

The Priorities Committee found the "Service of Correctional Institutions for Adults" to be in the rank of third community need category.

"While the cost of criminal activity is constantly rising, correctional institutions are positioned in the third community need category because they protect the community only briefly (95% of adults committed to institutions return to the community) and do not serve well to rehabilitate individuals. (There is a recidivism rate of approximately 45% nationally.) Probation service at the court level for 70% or 80% of first offenders would be a much less expensive and more effective rehabilitative and protective measure.

"Correctional Institutions in Oregon are considered to have good standards of cleanliness and care, to provide sufficient vocational activity to keep prisoners occupied and to deal in a humane manner with them. Parole supervision is supplied to only 44% as contrasted with 99% in Washington and 87% in California, thereby depriving the released prisoner of crucial assistance in becoming established in the community as a law

abiding citizen and adding greatly to costs by having to be recommitted when new offenses occur. More institutional expansion should be avoided and investment made in full time parole board and professional staff, a service much less expensive and more effective than institutionalization. (2)

In interpreting the material from the Priorities Report, it should be remembered that the priority plan was based on identifiable fields of service offered by the community and not on the needs of the individual. It is possible that the needs of the individual and the needs provided by "fields of service", are polar, and as such, are unrelated. Community services should be geared to meet identified needs and not merely to provide a service per se.

Another section of the Priorities Report that has relevance to this study was the "Assistance to Single Employable Men". (3) This service provides financial assistance to employable men who are temporarily in need of the basic necessities of life (food, shelter, clothing). Nine agencies were listed, three public and six private, as offering services.

Although this service was positioned in the third community need category, there was only 25 per cent capability of meeting needs. The report stated that:

"The single employable man has generally been excluded from eligibility from public welfare assistance even though it has long been established that other methods of dealing with this particular group (soup lines, flop houses, etc.,) are debilitating to the

personality and only compound the problems of the single man.

"Estimates of the number involved are less than 500. A local survey revealed that on a sampling basis almost forty (40) per cent of the men had been in Oregon over three years. Many are regularly employed in seasonal agriculture and are needed then.

"As with many programs of financial assistance, this should be only a means to an end. Because the single employable man presents many complex problems which are often difficult or impossible to solve based on our present knowledge, this service should relate to other programs which attempt to treat the disorders making for financial dependency." (4)

This source was cited not only because it offered a possible avenue of meeting needs of released prisoners, but also to point out the inadequacy of services offered single unemployed men. Many prisoners, upon release, fall into the category of single employable men in need of the basic necessities of life.

In the first chapter, readers were cautioned about sweeping generalizations. However, in spite of the screening process and the psychological testings which influenced the transfer of the Rocky Butte prisoner to M.C.C.I., there is the possibility that the needs of the prisoners at Rocky Butte and prisoners all around this state are not dissimilar to those identified at M.C.C.I. Therefore, a research design could be drawn up to determine to what extent the needs of prisoners are similar or dissimilar from one institution to the next. Could a social agency

that is currently engaged in a treatment program expand its service to include other institutions with similar inmate needs?

In presenting their report, the Priorities Committee felt that:

"New services and new methods... do not necessarily require new agencies. In fact, existing agencies need to be constantly examining their efforts to discover new and better ways to provide needed services and to accomplish better results. Moreover, obsolescent or unnecessary services should be a primary responsibility of each existing community service, and of those which might be established in the future." (5)

Determining Family Need. Because of their incarceration, some men were unable to provide for their families and dependents. It is not known to what degree or how adequately families and dependents were provided for prior to incarceration. However, the fact of incarceration has created definite family needs. A suggested study is that of determining the real needs of the inmate's family, the level of service required to meet those needs, the social agencies currently engaged in providing for some of those needs, and to ascertain the extent of inter-agency communication, cooperation, and coordination among agencies providing services for the same family.

Comparison of the areas of need as identified by the family with the perceptual needs of the prisoner would be interesting and useful.

Conclusion

If the correctional program in Multnomah County is to involve treatment, rehabilitation, education, prevention and research, then the helping professions, especially those directly involved with the individual and his intra- and inter-personal relationships, (e.g., Social Work) must exert greater influence and leadership in this program.

If corrections is not solely the responsibility of a law enforcement agency but also the responsibility of all private and public social agencies and citizens, then social work must play an active role.

The study identified various areas of unmet needs confronting incarcerated men both within and without the institution of confinement. Although the primary purpose has been achieved, the project should not be regarded as complete. The nature of the results seem to indicate that more extensive evaluation should follow. Therefore, it is hoped that the findings and recommendations herein reported might be given immediate consideration by social workers, public and private agencies concerned with planning and working with incarcerated and released men, graduate schools of social work, and other helping professions.

The study has shown that even for a group of inmates in a relatively favorable situation there are many unmet needs of various kinds, ranging from relatively small

importance to serious. Tests show that it is possible for middle-class social workers to elicit these needs without injecting their own biases, but that care must be taken in asserting their valence.

It was shown that there are valid bases for inferring needs not recognized by the inmates. For instance, both apathy and resistance were found, indicating readjustments before treatment could be facilitated.

It was further shown that the men, the institution, and the community lacked the facilities to meet the needs of the men appropriately.

There was a wide range of individual differences in needs and in ability to cope with them, indicating an individualized approach as desirable if not indeed necessary.

NOTES TO CHAPTER IX

1. Report of the Priorities Committee, Portland, Oregon,
October, 1962, p. 2.
2. Ibid., p. 41.
3. Ibid.
4. Ibid.
5. Ibid.

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APPENDICES

APPENDIX A

What Can I Call You? _____

Date _____

Age _____

Place of Birth _____

(Ask a few questions not on questionnaire)

QUESTIONNAIRE - CORRECTIONS

Interviewer _____

Date _____

FAMILY SITUATION.

<p>1. a. Never married _____</p> <p>b. Engaged _____</p> <p>c. Married _____</p> <p>d. Common-law _____</p> <p>e. Was living with wife? _____</p> <p>f. Will be living with wife? _____</p> <p>g. Was living with woman not wife? _____</p> <p>h. Will be living with woman not wife? _____</p> <p>i. Divorced? _____ (No. of times)</p> <p>j. Widowed? _____ (No. of times)</p> <p>k. Other _____</p>	<p>la. _____</p> <p>b. _____</p> <p>c. _____</p> <p>d. _____</p> <p>e. _____</p> <p>f. _____</p> <p>g. _____</p> <p>h. _____</p> <p>i. _____</p> <p>j. _____</p> <p>k. _____</p>
<p>2. Supporting</p> <p>a. Wife? _____</p> <p>b. Ex-wife? _____</p> <p>c. Parents? _____</p> <p>d. Children? _____</p> <p>e. Other _____</p>	<p>2. 0-100</p> <p>a. _____</p> <p>b. _____</p> <p>c. _____</p> <p>d. _____</p> <p>e. _____</p>
<p>3. Do you have children? _____ Number? _____</p> <p>Ages and sex (Male) _____ (Female) _____</p>	<p>3. M _____</p>

4. How close are your family connections? _____	4. _____ 0-100
5. Do you have a buddy or close friends on the outside? _____ _____	5. _____
6. What groups are you in? _____ _____	6. _____
7. How much of a shock was all this to those who know you? _____ _____	7. _____ 0-100
8. What are your major worries about them? _____ _____	8. _____ 0-100
9. How much trouble has this caused between you, your wife, sweetheart, children, family or friends? _____ _____ _____	9. _____ 0-100
10. How do you get along with your wife, family, friends? _____ _____	10. _____ 0-100

11. What is or was the problem in your marriage? a. Children _____ b. Discipline _____ c. Helping _____ d. In-laws _____ e. Sex _____ f. Alcohol _____ g. Housing _____	11. _____ _____ _____
12. How serious was this problem?	12. _____ 0-100
13. Do you have a job to go to?	13. Yes _____ No. _____ Maybe _____
14. What kind of worker are you? a. Skilled _____ b. Semi-skilled _____ c. Casual _____	14 a. _____ b. _____ c. _____
15. Is your line of work (a) Steady _____ (b) Seasonal _____ (c) Odd Jobs _____	15. a. _____ b. _____ c. _____
16. a. How well does your line of work pay? (1) Monthly b. How well does it cover your needs? (1) Entirely _____ (2) Above average _____ (3) Below average _____	16 a. _____ Annual b. _____ 0-100
17. To what town and county will you go when you get out?	17. _____
18. With whom will you live?	18. _____

19. How long can you stay?	19. _____
20. How good are the living arrangements?	20. _____
<u>SOCIAL CONTACTS.</u>	
21. What things do you like to do best in your spare time? (List in order of importance - highest first) a. _____ b. _____ c. _____ d. _____	21. _____ a. _____ b. _____ c. _____ d. _____
22. With whom do you prefer doing this? a. Wife _____ b. Children _____ c. Friend _____ d. Relative _____ e. Alone _____ f. Other _____	22. 0-100 a. _____ b. _____ c. _____ d. _____ e. _____ f. _____
23. When you need to talk things over, is there any one special you go to? _____ a. Why? _____	23. _____ _____ a. _____ _____ _____
24. Who is most helpful to you?	24. _____
25. Who is least helpful to you?	25. _____

<p>26. How easy has it been to get the help you or your family needs? (Scale, difficult to easy)</p> <p>a. Religious _____ d. Money _____</p> <p>b. Medical _____ e. Legal _____</p> <p>c. Job _____ f. Other _____</p>	<p>26. <u>0-100</u></p> <p>a. _____</p> <p>b. _____</p> <p>c. _____</p> <p>d. _____</p> <p>e. _____</p> <p>f. _____</p>
<p>27. How much would you like it to have people come in here and tell where and how to go about helping yourself? (Scale, Not much-Very much)</p>	<p>27. <u>0-100</u></p> <p>a. _____</p> <p>b. _____</p> <p>c. _____</p>
<p>28. What would you like to have them talk about?</p>	<p>28. _____</p>
<p>29. How often do you turn to your church for help?</p>	<p>29. <u>0-100</u></p>
<p>30. How much help do you think the church could be?</p>	<p>30. <u>0-100</u></p>
<p>31. Do you have a priest/minister to whom you turn for help?</p>	<p>31. _____</p>
<p><u>INCARCERATION.</u></p>	
<p>32. Is there anything about being here at MCCI that especially bothers you?</p> <p>a. _____</p> <p>b. _____</p> <p>c. _____</p> <p>d. _____</p> <p>e. _____</p>	<p>32. a. _____</p> <p>b. _____</p> <p>c. _____</p> <p>d. _____</p> <p>e. _____</p>

33. How much does this bother you?	33. <u> </u> 0-100
35. How do you feel about visiting situation here?	35. <u> </u> 0-100
36. How do you feel about the postal (mail) situation here?	36. <u> </u> 0-100
37. How do you feel about the recreation program here?	37. <u> </u> 0-100
<u>POST RELEASE.</u>	
38. What are you going to need the day you are released?	38. <u> </u> <u> </u> <u> </u>
39. How are you going to get them?	39. <u> </u>
40. What program or staff member helps you in making plans for meeting these needs?	40. <u> </u>

41. In the long run, what do you see your needs are going to be when you are released? (Probe)

- a. Job _____

- b. Money _____

- c. Housing _____

- d. Clothing _____

- e. Family _____
 (Wife) _____
 (Children) _____
 (Other) _____
- f. Educational _____
- g. Medical _____

- h. Recreation _____

- i. Religious _____
- j. Legal _____

- k. Fine _____

- l. Garnishee _____

- M. License _____

41. 0-100 _____

- a. _____
- b. _____
- c. _____
- d. _____
- e. _____
- f. _____
- g. _____
- h. _____
- i. _____
- j. _____
- k. _____
- l. _____
- m. _____

n. Amount of Money _____

n. _____

o. Other _____

o. _____

42. How important is this to you?

42. 0-100

a. _____
b. _____
c. _____
d. _____
e. _____
f. _____
g. _____
h. _____
i. _____
j. _____
k. _____
l. _____
m. _____
n. _____
o. _____

43. Have you had trouble with this in the past?

43. _____

44. Can you think of any reason for this?

a. Race _____
b. Religion _____
c. Lack of training _____
d. Jail record _____
e. Poor work record _____
f. Other _____

44. a. _____
b. _____
c. _____
d. _____
e. _____
f. _____

45. What do you think would help you most in staying out of trouble when you are released?

45. _____

46. Do you think it would help to have a list of places (agencies) or people who could offer you services or counseling when you get out?

46. _____
0-100

a. _____

a. What would you suggest?

47. When you are released, do you think it would help if you could join a group dealing with your type of problems?

47. _____
0-100

48. Do you know of an agency which could help you with your type of problems?

48. _____

a. _____

a. Will you use it when you get out?

49. Have you received help from a social agency in the past?

49. _____

50. Which one?

50. _____

EDUCATION.

51. Do you often think additional education or training would help you?

51. _____

a. _____
0-100

a. How much?

52. What plans do you have?

52. _____

53. What do you need to put this plan through? a. Vocational training? _____ b. Academic training? _____ c. Other? _____	53. _____ a. _____ b. _____ c. _____
<u>SELF-CONCEPT.</u>	
54. Generally how is your health? Very poor _____ Poor _____ Good _____ Very good _____ a. List any problems.	54. _____ a. _____
55. Do you usually get along with people?	55. _____ 0-100
56. Do you think most people like you?	56. _____ 0-100
57. What are the main things you worry about? a. Parents _____ b. Job _____ c. Wife _____ d. Children _____ e. Girl friend _____ f. Money _____ g. Other _____	57. 0-100 a. _____ b. _____ c. _____ d. _____ e. _____ f. _____ g. _____
58. Why do you think you have trouble with the law? a. People you go with? _____ b. Drink too much? _____ c. Neighborhood you live in? _____ d. Past record? _____ e. Other? _____	58. 0-100 a. _____ b. _____ c. _____ d. _____ e. _____

59. How much does being in trouble with the law bother you?	59. _____ 0-100
60. In what areas does it bother you?	60. _____
61. What do you think would help you most to stay out of trouble? a. Better understanding of self? _____ b. _____ b. Getting along with people? _____ c. Help for a social agency? _____ d. Help from a priest/minister? _____ e. More education? _____ f. Ability to hold a job? _____ g. Other? _____	61. _____ a. _____ b. _____ c. _____ d. _____ e. _____ f. _____ g. _____
62. How hard have you tried to do anything about this?	62. _____ 0-100
63. What bothers you most about yourself? a. Physical appearance? b. Mental abilities? c. Personal appearance (grooming)? d. Self-consciousness? e. Agressiveness? f. Lack self-confidence? g. Other?	63. _____ a. _____ b. _____ c. _____ d. _____ e. _____ f. _____ g. _____

64. How much does this bother you?

64. 0-100

- a. _____
- b. _____
- c. _____
- d. _____
- e. _____
- f. _____
- g. _____

65. How hard have you tried to overcome this?

65. 0-100

- a. _____
- b. _____
- c. _____
- d. _____
- e. _____
- f. _____
- g. _____

66. In what way?

- a. Talk to others? _____
- b. Social Agency? _____
- c. Counselor? _____
- d. Teacher? _____
- e. Other _____

66. _____

- a. _____
- b. _____
- c. _____
- d. _____
- e. _____

67. What do you think you are good at?

- a. Physical skills? _____
- b. Personality? _____
- c. Leadership? _____
- d. Moral qualities? _____
- e. Mental abilities? _____
- f. Other? _____

67. _____

- a. _____
- b. _____
- c. _____
- d. _____
- e. _____
- f. _____

68. How good?

68. 0-100

- a. _____
- b. _____
- c. _____
- d. _____
- e. _____
- f. _____

69. What do you think needs to be strengthened so you'll get along better outside of here?

69. _____

70. Regarding your arrest and sentence to jail/MCCI, do you think you got a fair deal?

70. _____

a. Unjustly convicted? _____

- a. _____
- b. _____
- c. _____

b. Too heavy a sentence? _____

c. In what way? _____

INMATE EVALUATION.

71. Would you word some of these questions differently?

71. _____

72. Would you use other types of questions?

72. _____

a. Suggestions not covered?

73. Do you have any other questions or suggestions about this study?

73. _____

APPENDIX B

SUMMARY OF QUESTIONNAIRE RESPONSES

Question #	Subject	Frequency	X	Range
1.	Family situation			
a.	Never Married	22		
b.	Engaged	8		
c.	Married	26		
d.	Common-law	3		
e.	Was living with wife	9		
f.	Will be living with wife	9		
g.	Was living woman not wife	4		
h.	Will live woman not wife	3		
i.	Divorced	18		
j.	Widowed	0		
k.	Other	14		
	Other includes those living apart and legally separated.			
2.	Supporting			
a.	Wife	10		
b.	Ex-wife	0		
c.	Parents	5		
d.	Children	12		
e.	Other	6		
3.	Do you have children			
	Male	34		2 weeks - 30 years
	Female	22		1 - 30 years
4.	How close are your family	59	61.7	0 - 100
5.	Buddies or close friends	59	3.6	0 - 50
6.	Groups in	59	0.9	0 - 10
7.	Shock to those you know	59	47.3	0 - 100
8.	Major worries about them	59	40.4	0 - 100
9.	Trouble this has caused	59	31.1	0 - 100
10.	How do you get along	59	59.4	0 - 100

Question #	Subject	Frequency	X	Range
11. & 12.	Problems in marriage	31		
a.	Children	1		
b.	Discipline	1		
c.	Helping	0		
d.	In-laws	9		
e.	Sex	8		
f.	Alcohol	20		
g.	Housing	6		
h.	Other	24		
	Other includes: absence in jail, prison, running around 3; Religion 1; money 2; non-employment 2; wife 8 (working 1, griping 3, incompatibility 2, lesbian 1 drinking 1); irresponsibility 2; disposition 3; narcotics 1.			
13.	Have job to go to			
	Yes	20		
	No	23		
	Maybe	16		
14.	Kind of worker			
	Skilled	16		
	Semi-skilled	21.5		
	Casual	21.5		
15.	Kind of work			
	Steady	34.5		
	Odd jobs	16.5		
	Seasonal	8.0		
16.	Annual income	49		\$4,472 \$200 - 18,000
	Cover needs entirely	31		
	Above-average	9		
	Below-average	14		
17.	Town or county go to			
	Multnomah County	40		
	Oregon	9		
	Out of state	8		
	Don't know	2		
18.	Live with			
	Alone	22		
	Parents	17		
	Wife	9		
	Relative	8		
	Other	3		

Question #	Subject	Frequency	X	Range
------------	---------	-----------	---	-------

19.	How long can stay			
	Indefinitely	46		
	Less than month	5		
	Less than 6 months	2		
	Less than 12 months	1		
	Don't know	5		

20.	How good living arrangements			
	Good	22		
	Fair	21		
	Poor	1		
	Don't know	15		

Social Contacts

21. Do in spare time: Active sports 76; (outdoor 44, indoor 23) Social activities 25; Shows and TV 16; Hunting and fishing 14; Cycling, flying, and driving 14; Spectator sports 11; Hobbies 10; Drinking 10; Music 9; Studying 3; Reading 2; and one each of riding zoo train, hunting Indian relics, inventing jingles, sleeping, dominoes, cooking, painting, thinking, and traveling.

22.				
	Wife	8		
	Children	3		
	Friend	43		
	Relative	13		
	Alone	36		
	Other	0		

23.	Talk to anyone			
	Yes	31		
	No	28		
	Who			
	Wife	3		
	Nuclear family	18		
	Extended family	9		
	Minister or priest	3		
	Friends	12		
	Psychiatrist	1		
	No one	28		

Question #	Subject	Frequency	X	Range
24.	Who is most helpful			
	Parent or parents	17		
	Relative	15		
	Professional	2		
	Friend	11		
	Other	12		
	"Other" includes no one, self, legal guardian, employer, and don't know.			
25.	Who is least helpful			
	Parent or parents	9		
	Relative	10		
	Professional	3		
	Friends	4		
	Self	6		
	Other	30		
	"Other" includes: no one, foreman at work, probation officer, and don't know.			
26.	How <u>easy</u> to get help			
a.	Religious	35	71.8	0 - 100
b.	Medical	41	78.4	10 - 100
c.	Job	51	69.0	10 - 100
d.	Money	48	65.8	5 - 100
e.	Legal	36	61.9	0 - 100
f.	Other	5	65.0	0 - 100
	Never needed help	3		
27.	People come in and talk	59	51.3	0 - 100
28.	What talk about			
	General topics	11		
	Counselling	21		
	Jobs and employment	29		
	Not interested	11		
29.	Turn to church for help	59	9.1	0 - 90
30.	How helpful church can be	59	36.1	0 - 100
31.	Priest or minister you turn to			
	No	45		
	Yes	14		

Question #	Subject	Frequency	X	Range
32.	Things that bother at MCCI	59	60.2	0 - 100
	Lack of rehab.	8		
	Incarceration	34		
	Dislike authority	9		
	Other inmates	9		
	Noise	4		
	No music inst.	2		
	Staff & rules	5		
	Miscellaneous	6	(Worry, tension, mail censorship, food)	
34.	Like about at MCCI	59	86.2	0 - 100
	General	30		
	Freedom	15		
	Dignity	9		
	Work	11		
	Recreation	16		
	Food	13		
	Library	7		
	Mail & visiting	5		
35.	Visiting situation			
	Satisfied	51	88.4	50 - 100
	Dissatisfied	8	37.5	0 - 100
36.	Mail situation			
	Satisfied	50	86.9	50 - 100
	Dissatisfied	9	43.9	0 - 100
37.	Recreation program	59	79.9	40 - 100
38.	Going to need day of release			
	Nothing	19		
	Money	20		
	Lodging	12		
	Food	0		
	Clothing	17		
	Job	22		
	Other	12		
	"Other" includes: Ride to town, a car, transportation, treatment, a woman, and "A drink and a girl".			
39.	How going to get them			
	Find employment	11		
	Self	14		
	Family	13		
	Friends	3		
	Social agency	4		
	No idea	10		

Question #	Subject	Frequency	X	Range
40.	Staff or programs help you			
	No	39		
	Yes	19		
	Undecided	1		
41.	Long range needs			
	a. Job	42	92.8	20 - 100
	b. Money	40	88.5	20 - 100
	c. Housing	26	86.9	30 - 100
	d. Clothing	22	74.3	20 - 100
	e. Family			
	Wife	4	75.0	50 - 100
	Children	5	65.0	20 - 100
	Other	6	70.8	75 - 100
	f. Educational	30	72.3	25 - 100
	g. Medical	22	74.9	25 - 100
	h. Recreation	16	53.7	10 - 100
	i. Religious	13	51.2	10 - 100
	j. Legal	11	69.1	25 - 100
	k. Fine	13	56.5	10 - 100
	l. Garnishee	7	65.7	20 - 100
	m. License	31	81.4	0 - 100
	n. Amount of money	22	74.1	10 - 100
	o. Other	10	81.0	50 - 100
	"Other" includes transportation			
42.	How important to you			
	a. Job	42	90.8	20 - 100
	b. Money	40	84.7	25 - 100
	c. Housing	26	78.6	10 - 100
	d. Clothing	22	71.0	0 - 100
	e. Family	14	76.4	10 - 100
	f. Educational	30	77.2	20 - 100
	g. Medical	22	74.5	20 - 100
	h. Recreation	16	60.0	0 - 100
	i. Religious	13	55.4	0 - 100
	j. Legal	11	60.8	10 - 100
	k. Fine	13	64.5	0 - 100
	l. Garnishee	8	58.7	0 - 100
	m. License	31	77.0	0 - 100
	n. Amount of money	22	68.0	10 - 100
	o. Other	7	87.1	50 - 100
43.	Trouble with these in past			
	a. 31	f. 8	k. 8	
	b. 28	g. 8	l. 3	
	c. 8	h. 5	m. 21	
	d. 10	i. 2	n. 5	
	e. 9	j. 4	o. 6	

Question #	Subject	Frequency	X	Range
44.	Reason for this trouble			
	a. Race	6		
	b. Religion	2		
	c. Lack of training	15		
	d. Jail record	10		
	e. Poor work record	6		
	f. Other	34		
	"Other" included: Alcohol & drugs, 13; Attitudes, 13; Economics, 4; Wrong companions, 4; Driving and past record, 4; Health, 2; and no answer, 9.			
45.	Help most stay out trouble			
	a. Job	17		
	b. Alcohol	12		
	c. Drivers license	7		
	d. Self control	8		
	e. Environmental factors	6		
	f. Friends	4		
	g. Education	2		
	h. Other	6		
	"Other" includes religion, armed service, recreation, and need for dependence.			
46.	List of places help	59	45.1	0 - 100
	a. Individual counselling	5		
	b. Employment	11		
	c. Legal & financial	3		
	d. Social agency	11		
47.	Help to join a group	59	23.7	0 - 100
48.	Know an agency could help you			
	Yes	17		
	No	42		
	Will you try it			
	Yes	12		
	No	41		
	Maybe	6		
49.	Have agency help in past			
	Yes	35		
	No	24		

Question #	Subject	Frequency	X	Range
50.	Which one			
	Public	27		
	Voluntary	5		
	Health	5		
	Legal	1		
	Agencies listed were: Welfare, Indian agency, JDH, Parole and probation, Mult. Co. Hospital, Dammasch Hospital, AA, Salvation Army, Veterans administration.			
51.	Additional education help			
	Yes	50		
	No	9		
	How much	50	74.1	10 - 100
52.	What plans do you have			
	Vocational	8		
	Academic	14		
53.	Need to put this through			
	a. Vocational training	15		
	b. Academic training	18		
	c. Other			
	Money	4		
	Motivation	2		
	Security	1		
	Time	1		
	No plans	5		
54.	How is your health			
	Very poor	0		
	Poor	6		
	Good	37		
	Very good	16		
	Problems			
	Dental	11		
	Physical			
	Permanent	10		
	Temporary	13		
	Emotional	2		
55.	Usually get along with people	59	76.9	25 - 100
56.	How people like you	59	70.9	10 - 100

Question #	Subject	Frequency	X	Range
57.	Main things you worry about			
a.	Parents	20	69.0	5 - 100
b.	Job	32	89.0	30 - 100
c.	Wife	12	73.7	30 - 100
d.	Children	18	86.9	40 - 100
e.	Girl friend	12	77.6	15 - 100
f.	Money	22	83.7	10 - 100
g.	Other	28	82.7	10 - 100
	"Other" includes future 4; alcoholism 3; behavior 7; family 4; incarceration 6; license 4; education 1; and housing, 1.			
58.	Why have trouble with law			
a.	People you go with	19	76.5	50 - 100
b.	Drink too much	31	90.6	20 - 100
c.	Neighborhood live in	9	79.4	25 - 100
d.	Past record	24	66.7	10 - 100
e.	Other	28	86.8	15 - 100
	"Other" included: Anti-social behavior 16; Unlicensed driving 7; Race 2; Marriage 1; and other 1.			
59.	Trouble with law bother you	59	62.1	0 - 100
60.	In what areas bother you			
	Self	24		
	Family	10		
	Friends	2		
	Other (police methods)	1		
61.	Help most stay out trouble			
a.	Better understanding of self	23		
b.	Getting along with people	11		
c.	Help from social agency	11		
d.	Help from priest or minister	10		
e.	More education	20		
f.	Ability to hold a job	18		
g.	Other	31		
	"Other" included: Self improvement 22; and Social responsibility 7.			
62.	Tried to do something about	49	48.1	0 - 100

Question #	Subject	Frequency	X	Range
63. & 64.	Bothers about self			
a.	Physical appearance	9	71.6	25 - 100
b.	Mental abilities	6	54.6	20 - 90
c.	Personal appearance	3	43.3	30 - 50
d.	Self-consciousness	20	67.1	25 - 100
e.	Aggressiveness	20	65.0	10 - 100
f.	Lack self-confidence	20	65.4	10 - 100
g.	Other	27	79.6	10 - 100
	"Other" included: Impulsive behavior 9; Irresponsibility 9; Lack of training 2; and low self concept 4.			
65.	Tried to overcome this			
a.	Physical appearance	8	40.6	0 - 100
b.	Mental abilities	6	21.6	0 - 100
c.	Personal appearance	3.	27.0	0 - 80
d.	Self-consciousness	20	49.4	0 - 100
e.	Aggressiveness	20	38.3	0 - 100
f.	Lack self-confidence	18	43.2	0 - 100
g.	Other	22	40.7	0 - 100
66.	In what way			
a.	Talk to others	16		
b.	Social Agency	8		
c.	Counsellor	13		
d.	Teacher	6		
e.	Other*	21		
	*Most-in "other" should have been included in -talk to others (66a)			
67. & 68.	What good at and how good			
a.	Physical skills	44	76.2	50 - 100
b.	Personality	29	72.4	25 - 100
c.	Leadership	27	59.6	25 - 100
d.	Moral qualities	30	70.2	30 - 100
e.	Mental abilities	28	71.2	30 - 100
f.	Other	15	86.7	50 - 100
69.	What needs strengthened			
	Better understanding			
	of self	37		
	Vocational and Educational	4		
70.	Did you get fair deal			
	Yes	37		
	No	21		
	Unjustly convicted	11		
	Too heavy a sentence	21		
	Police methods unfair	2		
	Record prejudiced	3		

APPENDIX C

Chart 1

Inmates by Age

25 or under	34
26 to 40	14
41 to 62	12
Total	<u>60</u>
Mean	29.5
Range	17 to 62

Chart 2

Inmate Education

1 to 9 years	17
10 to 12 years	36*
13 to 14 years	7
Total	<u>60</u>

*includes 14 high school graduates

Mean	10.18
Range	1 to 14 years

Chart 3

Length of Sentence

30 to 89 days	5
90 to 149 days	5
150 to 269 days	29
270 to 329 days	2
270 to 329 days	1
330 to 389 days	16
Over 390*	2

*Two men were serving consecutive sentences on two charges totaling over 390 days.

Mean	266.2 days	Median	205 days
Range	30-730 days	Mode	180 days

Chart 4

Inmate Offenses

Driving offenses*	19
Driving under Influence	1
Drinking or Alcoholism	10
Larceny	4
Petty larceny	11
NSF Checks	5
Receiving and Concealing	2
Vagrancy	2
Other**	6
Total	<u>60</u>

* includes no operators license 7, driving while suspended 6, and other driving offenses 6.

** includes defacing a building, narcotics, carrying a concealed weapon, parole violation, assault and robbery and unlawfully selling registered securities.

Chart 5

Annual Income (est.)

Under \$1000	4
\$1000 - 1999	5
2000 - 2999	3
3000 - 3999	7
4000 - 4999	2
5000 - 5999	8
6000 - 6999	6
7000 - 7999	5
8000 - 8999	1
9000 - 9999	1
Over 10000	2

Chart 6

Kind of Worker (#14)

Skilled	16
Semi-skilled	21.5*
Casual	21.5*

* One man considered himself to be in both categories.

Chart 7

Kind of Work (#15)

Steady	34.5*
Odd-jobs	16
Seasonal	8.5*
Total	<u>59</u>

*One man worked steady when possible - otherwise did odd-jobs. Another man did odd-jobs during winter months and was chiefly a seasonal worker.

Chart 8

Job waiting (#13)

Yes	20
No	23
Maybe	16
Total	<u>59</u>

Chart 9

Marital Status

Never Married	22
Married at present	26
Living with wife	9
"Common Law"	3
Living apart	14

Chart 10

Parental Status

Number of men who are fathers	23
Number of children under 18*	49

*Range 2 weeks to 17 years

Chart 11

Needs of Inmates ranked by Extensivity
with Intensity

Need	Mean Extensivity	Range	# of Men	Mean Intensity
Job	92.8	20-100	42	90.8
Money	88.5	20-100	40	84.7
Housing	86.9	30-100	26	78.6
License	81.4	0-100	31	77.0
Other*	81.0	50-100	10	87.1
Medical	74.9	25-100	22	74.5
Clothing	74.3	20-100	22	71.0
Amount Money Owed	74.1	10-100	22	68.0
Educational	72.3	25-100	30	77.2
Family	70.0	25-100	15	76.4
Legal	69.1	25-100	11	60.8
Garnishee	65.7	20-100	7	58.7
Fine	56.5	10-100	13	64.5
Recreational	53.7	10-100	16	60.0
Religious	51.2	10-100	13	55.4

* Includes: 1 back support, 1 dental, 1 want to be free, 1 to own home, 1 budgeting, 1 transportation, 1 a woman, 3 not stated.

Chart 12
Replies to Question 41a#

Need for a Job

Ratio of inmates responding:	Interviewer					
	1	2	3*	4	5	6
	6:10	9:10	4:9	9:10	6:10	8:10
1	100	100	90	100	100	80
2	90	100	80	100	80	90
3	100	100	20	100	100	100
4	100	100	90	100	100	50
5	100	100		100	75	100
6	100	100		100	80	100
7		100		100		75
8		100		100		100
9	—	100	—	100	—	—
Sub-totals	590	900	280	900	535	695
Mean	98.3	100	70	100	89.1	86.9
Variance	4.08	0	33.66	0	12.01	17.9
Totals:	All scores = 3900 $\bar{X}_T = 92.8$ $S_T = 15.6$ $N = 42$					

* Interviewer 3 had only 9 interviews complete.

Inmate response indicating extensivity of his need for a job.